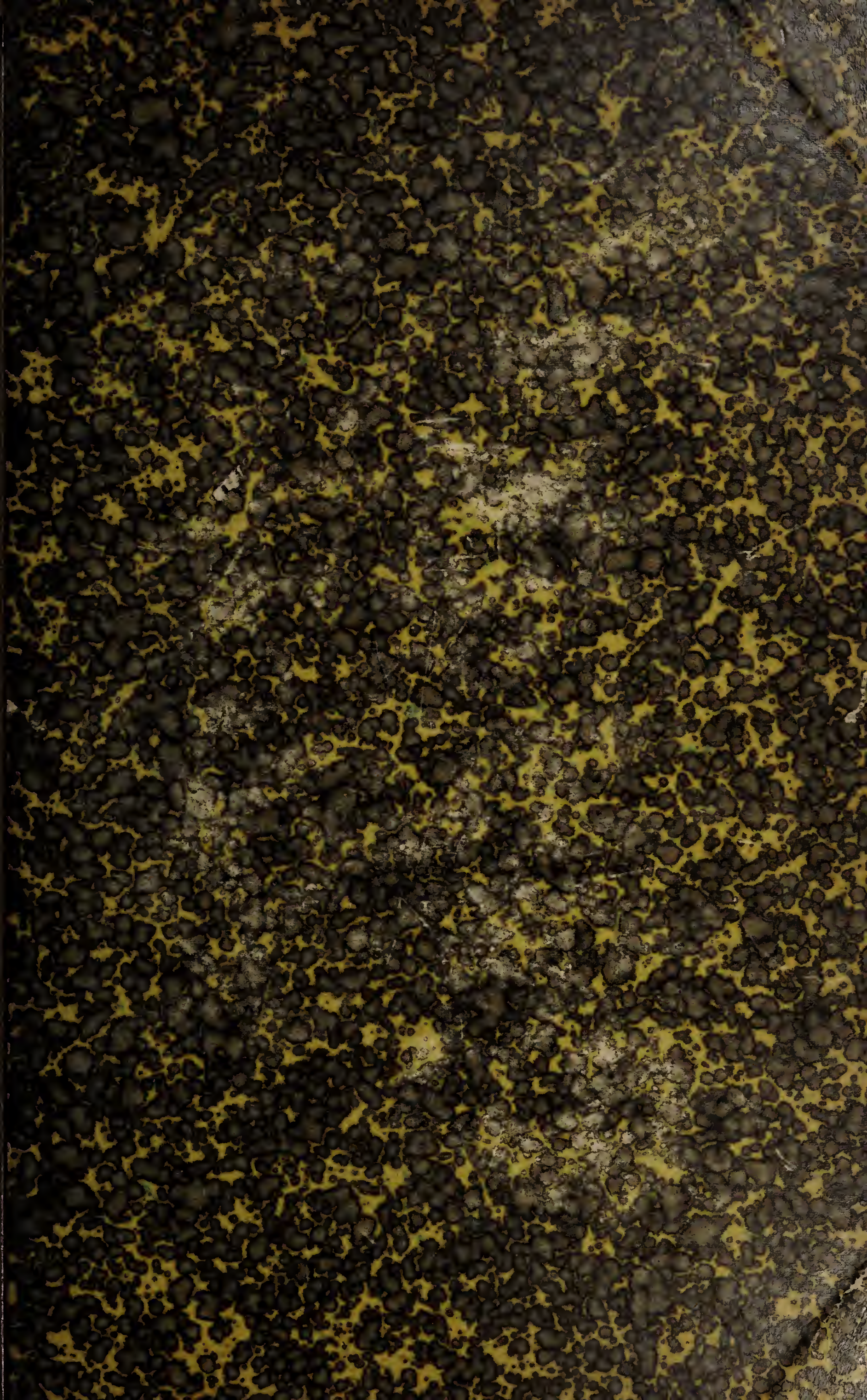


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THE GARDEN CITIES AND TOWN PLANNING MAGAZINE

INCORPORATING · THE · HOUSING · REFORMER

Vol. IX, No. 1

JANUARY, 1919

NOTES OF THE MONTH

OUR NATIONAL CAMPAIGN

With the coming of peace the Garden City movement has the greatest opportunity that has yet appeared of influencing housing and industrial developments in this country in accordance with the principles that it has maintained for so many years. We are prepared to seize this opportunity, and with the help of our members we hope to conduct a national campaign that will aim at achieving definite results. The appeal for funds on which to carry out this campaign has been issued to the members during the past month, and the subscriptions have already reached £800. A considerable further sum of money is necessary to carry out our programme, and in thanking those members who have so generously responded, we hope that others will do their best to put the finance of the campaign on a sound foundation. If the campaign is worth doing it is worth doing thoroughly, and it is essential that the Association should be in a position to carry out its work on an adequate scale. There are two main aspects to the programme that we have in hand. In the first place we shall maintain the garden city idea as a principle of town construction that should govern town-planning practice, and upon which a constructive policy of housing should be formed. In the second place we shall endeavour to arouse keen interest in the housing requirements and opportunities of the time in every district in the country in order that schemes for building really good houses may be carried into effect. Our Housing Information Department will be ready to supply information on housing, town-planning and the garden city principle to all inquirers; through our Lecture Schools for speakers we hope to send out a large number of competent lecturers to give practical addresses on the subject; and by means of exhibitions, study circles, and conferences over a wide area we shall do our best to make available to a large public the knowledge of what good housing means.

THE GOVERNMENT'S HOUSING POLICY

The appointment of Sir Auckland Geddes as President of the Local Government Board has aroused hope that at last the housing problem will be treated boldly and with vigour. One of the first actions of the new President was to circularize the local authorities throughout the country urging upon them the necessity for taking immediate steps to prepare housing schemes and to submit them without delay to the Board. He put a series of questions to them, and went on to say: "It is essential that the President should be in a position to advise the Government as to whether the local authorities can be relied upon to provide the necessary houses or whether other measures must be taken to ensure their provision." Speaking at Basingstoke, on November 23rd, Sir Auckland declared that the country must

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undertake a colossal housing scheme. The figure of 1,000,000 houses had been mentioned, but he feared more than that would be required, and the cost would be so great that a considerable proportion of it must be borne by State funds. The new President will have a solid backing from all housing reformers in the country if he will tackle the problem in a large spirit. Hitherto we have had much talking, but the time has gone for talking : generations of politicians and reformers have declared that the housing of the people was a disgrace to it. The manifestos issued before the recent General Election merely repeated the commonplaces of the Victorian Age ; they added nothing to our knowledge and little to our hope that the Government really means business. Everybody knows by this time that houses are urgently needed ; what we do not know is exactly what the Government intends to do to get the houses built, how the money, labour and material are to be found, and how land is to be made available. It is true that committees are reporting on all (or nearly all) these matters ; but the best report ever written will not house the homeless. There is one important point upon which not even a report has been prepared, and that is the principle upon which the distribution of the enormous number of houses required is to be controlled. That effective control must be exercised is certain, unless economic considerations are to be entirely ignored. A million subsidized houses built throughout the country subject to no intelligent system of distribution will mean unthinkable waste. Upon these, as upon other matters, a well thought out policy is the only alternative to the financial, social and other evils that the feverish scramble for building that will otherwise take place will inevitably produce.

THE WARNING OF INFLUENZA

The epidemic of influenza, which has once more reminded us of what a serious disease influenza may be, has also shown us the dangers from which many industrial areas in this country have escaped. For four years these places have been overcrowded with an overworked and overstrained population, and yet no irretrievable disaster has occurred. With all the allowances that can be made for a high standard of public health administration and never-ceasing watchfulness, this has been a matter more of good fortune than anything else. The conditions brought about by overcrowding are such that in the event of a serious epidemic no ordinary measures would be of any avail ; for that reason alone overcrowding must be relieved at the earliest possible moment. A house which has been built for a family of six or eight becomes a potential plague spot when inhabited by sixteen people, and the decencies of life are impossible. We have lately seen houses in which there were not enough beds for the sick persons to lie in, where one bed has been let to four people, and where the people have been so herded together that they have all caught the influenza and there has been no one left to attend to them. This has happened in miserable hovels in the back streets of towns, where no fresh air penetrates ; and it has also happened, as a result of the exceptional overcrowding, in such a town as Letchworth. We get into a state of alarm because a few thousand people die ; the wonder is that it has not been hundreds of thousands ! The endeavour to-day is to provide a compact small house with decent surroundings for a family to live in, but such houses are not adapted for overcrowding, and will defeat our aims if the houses are not provided on a sufficient scale. The horrors of war are over, they are visible, they can be heard, felt, and easily appreciated ; but the horrors of ordinary life are no less real, because they are more difficult to see, and among them are the increasing slums of our cities, towns, and villages.

TWO GOVERNMENT REPORTS

We wish to draw the special attention of our readers to the Report of the Tudor Walters Committee on Building Construction, which deals in a thorough manner with the general principles of estate development and the details of housing schemes. There is no doubt that it is the most complete discussion of the subject that has yet been prepared, and entirely supersedes all other publications by the Government or by private persons. We also invite attention to the Report on Financial Assistance to Public Utility Societies, a document in which the Association has a special interest.

LETCHWORTH

The directors of First Garden City Ltd. have at last felt themselves able to recommend the payment of a dividend of $2\frac{1}{2}$ per cent. on the ordinary shares of the Company—the only part of the capital that has hitherto not received a return. This is a matter for great satisfaction, especially as there is every prospect that the dividend will be maintained. It is to be hoped that before long the Board will be in a position to pay the full 5 per cent. to which the shareholders are entitled. If the Directors will adopt a sufficiently enterprising policy to take advantage of the industrial developments of the present time, there is little doubt that the town can be made complete within the next two or three years and the success of the undertaking secured. The town is only a little way off the full attainment of the objects of its promoters; but to bring it that short distance means not merely the exercise of prudence (for which the Directors ask to be commended), but the prosecution of a vigorous forward policy upon which the success of an experimental scheme such as Letchworth essentially depends.

MR. CULPIN

Mr. E. G. Culpin, who has been Secretary of the Garden Cities and Town Planning Association for more than twelve years, has resigned his position in order to take up important advisory work in connection with housing schemes for industrial undertakings. The work that he will do is a direct outcome of his efforts as Secretary of the Association to secure improved methods of industrial housing, and Mr. Culpin will be engaged in putting into practice the principles that he has done as much as any man to establish in this country and abroad. He has become the foremost lecturer on housing in this country, and has lectured throughout the United States, and in France, Belgium, Germany, and other countries. It is safe to say that few men are better known as authorities on housing and the garden city or consulted by a wider public on the subject than Mr. Culpin. His departure will be a heavy loss to the Association; but he will retain a close connection with the movement, and the Association will continue to have the benefit of his experience.

THE LATE HON. MR. JUSTICE NEVILLE

AN APPRECIATION BY EBENEZER HOWARD

EXPERIENCE has taught me that it is rare to find a successful public man—especially one who is still mounting the ladder—who is willing to identify himself closely and actively with a movement which is in its infancy—especially if that movement be regarded as visionary and impracticable ; for to do this may involve grave risk, and a reputation which has been hard to win may be easily lost.

But Mr. Ralph Neville, K.C.—as he was in 1901—was far too big a man to be influenced by considerations of this kind. His judgment was sound and independent, and he quite wisely relied upon it ; his heart was warm, and he allowed it a proper share with his brain in the guidance of his life. In short, he had but to be convinced that a course was right, and he at once decided to pursue it, regardless of personal consequences.

In 1901, I had already seen much of Mr. Neville, for I had taken shorthand notes of his speeches and his examination of witnesses at the High Court, and had become impressed with his great ability and his rare fairness. So, when in March of that year I found that he had been endorsing the proposals of the Garden City Association in *Labour Co-partnership*, I felt “ Now our movement will go ahead, for we shall secure a truly doughty and courageous Chairman.”

In that article Mr. Neville said : “ Without pledging myself to every detail—for we still await the lessons of experience—it may be confidently asserted that the idea is based upon sound economic principle. In the increment in the value of town lands lies a huge fund hitherto carelessly given away, which, if wisely utilized, might enable the inhabitants of a town to combine in a great measure the advantages of a country life with that of town life, and while offering specially favourable conditions to industry, might raise the standard of existence among the population to an almost incalculable degree.”

After reading this article I at once called at his chambers in Old Square. He received me most cordially, and at once agreed to join the Association. He soon became Chairman of its Council, and took an active and prominent part in a movement which up till then had progressed indeed but all too slowly. For up to this time the Garden City Association had no paid Secretary, and only a share in an office, kindly lent by the Land Nationalization Society. But now, with Mr. Neville's generous help, and relying, too, on a promise of substantial support secured to us through Mr. Clement Bailhache (our then hon. secretary, and now a judge of the High Court) we were able to take offices in Chancery Lane and to set about finding a secretary who would be able to devote his whole time to the work ; and we were fortunate to secure in this capacity a man who has been a tower of strength to the movement—Mr. Thomas Adams, now so well known throughout this country and abroad.

In the following autumn a conference was held in Bournville to promote the work of the Garden City Association. Mr. George Cadbury, one of the pioneers—Mr. William Lever was another—in the work of building beautiful villages for a working population—at the suggestion of Mr. Thomas Adams, invited 1,500 representatives

of local authorities, mayors, town clerks, councillors, engineers, etc., to see what had been done there, and to take part in a conference to discuss the problems connected with a much larger project on similar lines.

Earl Grey presided at that Conference, and Mr. Ralph Neville laid the whole of our proposals clearly before the members. As almost every newspaper throughout the land gave a report of the proceedings, our scheme was, at a bound as it were, before the whole country.

How generously Mr. Neville spent of his time, of his resources and his energy—though his health was far from robust—only those who were closely associated with him can appreciate. He lectured up and down the country, and always with clearness and conviction; read papers before learned societies; gave evidence before departmental committees; assisted in the preparation of the memorandum and articles of association of the Pioneer company and of the First Garden City Company, and in drawing up of the prospectuses; wrote numerous articles in the public Press, and was ever wise in counsel and broad in sympathy.

As Chairman of the Garden City Pioneer Company he took a large part in the investigation of suitable estates for the first garden city, and it was mainly through his courage and resourcefulness that the purchase of the Letchworth estate was carried through successfully. He was the first Chairman of First Garden City Ltd., and gave much valuable time to the preliminary work involved in the establishment of the town. When, after a few years of active work as Chairman of the Company, Mr. Ralph Neville became a Judge of the High Court, he felt it right to resign the former position; but for long afterwards his counsel was often sought by us as important and difficult questions arose for consideration.

Sir Ralph Neville was a great lover of the country, and when his work in London was over he was ever eager to get back to his home at Banstead, in Surrey. It was perhaps because he valued the country so much that he was so intensely desirous of securing ultimately for the whole population of our beautiful island—now so largely living in overcrowded dwellings—the combined advantages of town and country life.

Sir Ralph Neville was an evolutionist in the best sense of the word; and words he uttered in 1901 are singularly appropriate to-day, “No sudden transformation of the character of mankind is possible; yet every step in the direction of development is a step upwards towards the fulfilment of man’s destiny; while even now, in spite of false ideals, in spite of the obsolete conventions of a worn-out social system, above the din of battle and the vulgar turmoil of the market, there rises ever louder, ever more distinct, the compelling force of love and human sympathy.”

And now, at this important crisis in the history of our country—and, indeed, of the whole world—and at a time, too, when our Association is striving to adopt and to bring to a successful issue a more progressive policy, it will be well for us to read some wise words which were uttered by Mr. Ralph Neville in 1904. Speaking at the University of Manchester—giving the Warburton lecture there—he chose for his theme “Garden Cities,” and after a summary of the arguments for our proposals he concluded in these words:

“I have been able only to give a slight sketch of the present position of the first endeavour to place the distribution of the industrial population upon the land upon a scientific footing. In a very short time we hope to present to the country an example

of a garden city in full swing. It is obvious, however, that unaided individual effort cannot do more than give an object lesson. If the matter is to be followed up, assistance must be had from the State. The initiative, nevertheless, might still be left to individuals. Schemes for garden cities, showing the area proposed, the number of inhabitants to be provided for, and the limit of the dividends to be paid to the undertakers, after approval of the Board of Trade, should be laid before Parliament in the form of Provisional Orders, and Compulsory Powers of purchasing land under the Lands Clauses Consolidation Act should be given to the undertakers. Our own experience has shown the difficulty of acquiring a suitable site by private contract, and without compulsory powers the difficulty of extending the scheme when the first Garden City became full might prove insuperable. Indeed, if the importance of the subject is generally realized, and the garden city proposals are accepted by the public as the appropriate means of securing the distribution of the industrial population upon the land, it will be possible to go further and to purchase and hold large tracts of land suitable for the establishment of industrial towns as crown lands, to be sold or leased upon terms which would cover their cost, or the interest upon their cost, as the case might be. We are carrying on the work in the hope and belief that our practical experiment will open the eyes of the public to the utility of our methods for ensuring healthy conditions of labour to the operative classes, and to the great advantage to civil life which must result from the laying out of towns scientifically upon a pre-determined plan, by companies which are in fact trustees for the benefit of the future inhabitants. . . .

“However distasteful it may be to those educated in the traditions of the Anglo-Saxon race, the situation must be faced and the fact recognized that the future is for the nations which are capable of collective organization. And the occasion with us is, as I have already shown, a crying one. Without the least desire to minimize the horrors of war, I venture to say that the evils existing at home under our own eyes are more horrible still. It is only habit which enables us to tolerate them. War victims are counted by their tens of thousands, the victims of our social errors by their hundreds of thousands. To be from birth deprived of all chance of an adequate existence, to be condemned to go through life stunted and undeveloped, physically, mentally, and morally, is a far worse fate than to suffer wounds and death upon the battlefield. That any of our fellow-countrymen and women should be so condemned is wholly unnecessary. We are apt to throw the responsibility upon Providence, but in truth the fault lies with ourselves; the social conditions which lie at the root of the matter are not founded upon natural or divine law, they are not matters of necessity, but solely the work of men’s hands and brains. God did not make men rich and poor as is so often alleged—He made them unequal in capacity it is true, and in endeavouring to obviate the full effect of that natural inequality man has invented laws and institutions by which he not only evades its consequences but frequently succeeds in putting the last first and the first last. However necessary and right these laws and institutions may be, we must watch and control their operation lest they wreck the lives of masses of our fellow-countrymen. It is not equality that we must aim at, equality of opportunity is what is wanted, and we must not rest till every British child is afforded a full opportunity for physical, mental and moral development. That our slum children have that opportunity now it would be absurd to contend. We must free our civilization from this reproach. . . . We can no longer plead ignorance. If we tolerate social iniquity we do so with full knowledge of the extent of its evil effects, and its bearing upon the welfare of our Empire and the future of our race. Let us, therefore, not go down to posterity as the amazing generation to whom knowledge was vouchsafed but who wilfully neglected to turn it to account.”

AFTER-WAR HOUSING IN GREATER LONDON

THE housing problem in London, which has always been of large dimensions, is now so huge that it is apparent to everyone that an immediate effort has to be made to deal with it. The municipal authorities have been lamentably slow in taking action. It was not until October 30th last that the London County Council called a conference of the housing authorities within the area to consider the matter, after deciding that the Council itself could do no more than accelerate its pre-war building programme. All the local authorities in the Greater London area within a radius of fifteen miles from Charing Cross were invited to send two representatives each to this conference to consider the best methods for improving the housing conditions of Greater London as a whole, and to discuss the questions of town planning, the formation of arterial roads, and the provision and adequacy of means of transit so far as they bear upon the question of housing. It was an admirably comprehensive agenda ; but the conference suffered from the absence of a strong lead from the Council, and the result was a desultory discussion and a series of timid resolutions, as follows :

That it is desirable that all the Local Authorities of Greater London should work together in carrying out, as a co-ordinated whole, any schemes that have been, or may be, adopted by such authorities.

That sectional conferences be convened consisting of the representatives of Local Authorities having jurisdiction within the six divisions adopted by the conference on arterial roads ; that each such conference elect twelve representatives, being two for the rural and urban district councils respectively, two for the boroughs, two for the extra-London county councils, two for the metropolitan borough councils, and two for the London County Council ; that the seventy-two representatives thus elected form a committee with six sectional sub-committees ; and that the committee thus constituted report with all possible speed to a subsequent meeting of this conference proposals for carrying into effect the policy of this conference as laid down in the resolution passed this day.

That the chairman of the London County Council be requested on being notified of the completion of the committee's report, to call a further meeting of this conference.

A further resolution was passed urging the Government to pass legislation for accelerating and cheapening the acquisition of slum property. The conference resumed on November 25th, but no announcement of any decisions arrived at has yet been made.

A separate conference was afterwards called by the Middlesex County Council of the representatives of public authorities in Middlesex on November 22nd to consider the question of housing in the county. Alderman William Regester, Chairman of the County Council, presided, and urged that the problem had to be tackled boldly, and for that purpose a single independent authority for the whole London area was required. Mr. Cuthbert Brown, engineer to the Edmonton Urban District Council, advocated the laying out of four garden cities, each accommodating 50,000 for housing purposes, and the cost charged throughout the area.

Mr. Marlow Reed carried the conference with him when he declared that housing was no longer a local question, but a national question, and local boundaries must go by the board. If there is one matter more clear than another arising from these two conferences it is that in London housing demands treatment on a basis of national policy. That it is now a national question outstripping the possibilities of local action is true of the problem in general ; but in London, as in parts of Lancashire, Yorkshire, the Clyde Valley, and in other great aggregations of industrial communities it is utterly impossible for the localities even to pretend to take effective action. In these populous districts there are wealth, skill, knowledge and all the other means to deal with the problem, as well as a need so pressing that it almost drives one to despair ; but for lack of organization, the simple machinery of which is nowhere in being, the thing can hardly be done. The authorities in London, under present conditions, are not only unable to act, they cannot even visualize the character and extent of the problem. No one of them is in a position to take a wide enough view or to reckon all the factors involved. Housing in these areas is too complex to be handled by the existing authorities, and unless something is quickly done to simplify their difficulties, by setting up a new co-ordinating authority with powers over a wide area, the result will be a gigantic failure.

The position in London is plainly seen from the summaries of the replies to the Local Government Board's circular letter of July 28th, 1917, included in a recent report of the London County Council. There are 29 housing authorities in the administrative county, and 87 in extra-London, which covers an area of about 700 square miles ; 26 of the inner authorities replied and reported a shortage of 1,090 houses, and 4 of these expressed their willingness to build 450 ; 76 of the outer authorities replied and reported a shortage of 10,129 houses, of which 36 authorities were prepared to build 5,580. All the authorities with hardly an exception in the whole area reported an increase of population, as far as they replied to the question at all. The probability is, therefore, that the population of the administrative county, which showed a decline at the last census, has increased during the war. In 1911 there were 758,786 persons in the area living more than two to a room, and from 1911 to 1916 there was a decrease of 3,600 rooms in the county, excluding the new Government buildings at Woolwich. There can be little doubt that the state of overcrowding is now considerably worse than it was in 1911, and that if the obligation to clear out the insanitary areas is considered, the number of families requiring houses in inner London must run into hundreds of thousands. In the outer area the normal increase of the population would mean a demand for 53,000 houses, and there is reason to believe that the increase has been above the normal. Further, the last census showed that 177,099 persons were living under overcrowded conditions, and that overcrowding was on the increase. Taking London as a whole, therefore, we get the local authorities estimating the shortage at 11,219 and prepared to build 6,030, while the real shortage is certainly five times as great, and is probably as much as fifteen times as great. It is obvious that the present housing authorities can neither measure the problem nor unaided find a way to solve it.

Two main features of the problem in London are these, that where the overcrowding is greatest and the need most urgent, there is little or no room for further building, and that in those districts where there is room to build the local authorities are not anxious for housing schemes to be carried out. The only undeveloped land in the administrative county is in the boroughs of Lewisham, Greenwich, Wandsworth, and Woolwich. There is no doubt that the bulk of this land, as well as other vacant land in the county, and much land beyond it, should be preserved from building

in the interests of social amenity and public health. The solid building up of London over a wider and still wider area is an imminent danger, unless a thorough policy of building restriction upon existing vacant land is enforced. There should be a strong public opinion brought to bear upon the local authorities to prevent them from using this land for their housing schemes. While private enterprise is unable to build from economic causes the municipalities at least should act upon such principles as will preserve as much as possible of the vacant land within their borders.

Nothing is more striking in the replies of the outer-area authorities to the Local Government Board than the reluctance to prepare schemes because housing is not required by the workers in the particular districts. The following are a few examples :

Beckenham.—No need, any new houses would rapidly be occupied by persons from other districts.

Edmonton.—Majority work elsewhere ; questions should be considered as a whole for the London area.

Enfield.—Already in excess of demands for those working in the district.

Hampton Wick.—None, for persons employed in the district.

Hanwell.—Any additional accommodation would be for persons engaged outside the district.

Wimbledon.—Shortage acute ; but additional houses required for persons working elsewhere.

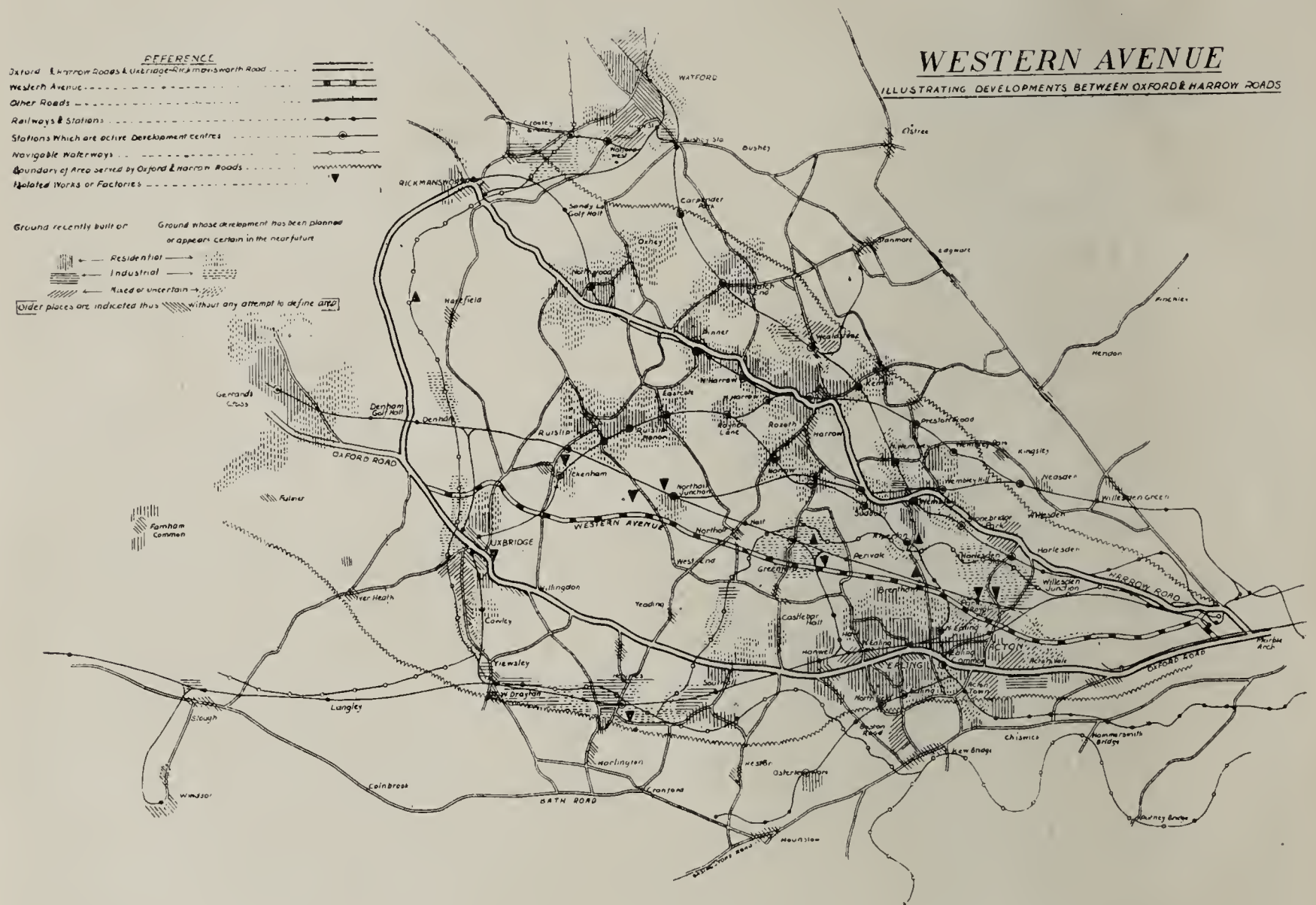
A similar attitude was shown by the authorities attending the Thames-side Conference, when Barking, for example, was unwilling to prepare schemes for housing Stepney or West Ham workers.

The explanation is, not only that by housing the workers of other districts they become unable in turn to house their own workers as their industries expand, but working-class houses mean a big expense. As housing schemes they may pay, though no new housing scheme can show anything but a loss for some years to come ; but they cost the authorities more in water supply, drainage, and education than the rateable value provides. It is easy to see why these local authorities are not eager to build. What is the remedy ? The one that is being sought is to spread the expense over the whole area. But we may be forgiven for pointing out that whenever the normal operation of economic law is suspended it is still necessary to act upon economic principle, and for that reason there are two other means that need to be considered. The first is the question of the land. It is well known that land speculation is at the root of all private building enterprise. If landowners or speculators pocket the profits from land development in connection with building schemes, they necessarily leave to local authorities all the burdens. The alternative is for local authorities to acquire land at its undeveloped value and to reap for themselves the advantages of development. To do that is to solve a great part of the financial problem of housing.

The second means by which the burden of working-class housing may be removed is to combine housing schemes with industrial development. At present the suburbs of London are largely the dumping-ground for the population that works in the centre, giving to the centre its enormous industrial and commercial value. Central London has all the prizes of building and outer London the blanks. That is not only unfair, it is unnecessary ; and it is maintained at an enormous cost to London and the county as a whole. It is not sufficiently recognized that the over-centralization of industry that is usually accepted without question, is thoroughly unsound from the economic standpoint. Whatever may be the case with commerce, exchange, banking, administration, legislation, and all the other necessary functions of a

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capital city, together with the business of a great port, there can be no doubt that industry pure and simple is carried on at a disadvantage. It means, in the first place, high rents, the cramping of industrial buildings and difficulty of expansion, high cost of transport with accompanying congestion and delay; in the second place, enormous expense for highways, railways, tramways, and municipal services generally; and in the third place a huge expenditure of time, energy and money on the part of the workers. All this adds not only to the cost of production; it weakens efficiency all round. If the development of London is to proceed on the assumption that London industry is to remain centralized, we shall get the development of new



The horizontal lines on this map show new industrial areas on the western outskirts of London; the triangles indicate isolated works or factories.

suburbs on the outskirts, which means that the workers and staffs of industry will be compelled to take longer and more expensive daily journeys and that the pressure upon the centre will steadily increase. Although the co-ordination of passenger traffic may be carried much further, yet there is little hope that, at the best, it can do more than meet the present demand. Workmen's fares are already a heavy charge upon the community; and it is surely insane to attempt to deal merely with the results of centralization, leaving the causes untouched.

If it were true that industry could only be economically conducted in the centre, we should have to put up with the inconveniences involved; but it is manifestly untrue. For many years industry has sought to escape from the handicap imposed by the prevailing conditions, and for lack of space, if for no other reason, new industries have been compelled to go elsewhere. We thus find industries springing up in the suburbs and in the outlying districts. In the riverside area, as the report

of the Thames-side Committee printed in the last number of the Magazine showed, there is considerable industrial development; in the north and west, at Bushey, Acton, Hayes, West Drayton and elsewhere there are growing manufacturing districts, while isolated factories are to be found everywhere. The new factory areas have spoiled many London suburbs, and threaten many more. The economic tendencies they represent have but to be organized to contribute to the orderly and economic development of the London region, and the opportunity to effect that organization arises in connection with the great housing schemes that have now to be put in hand.

The demands of industry for improved manufacturing facilities and the demand of the workers for good houses go together. It is folly to separate them. It is interesting to note how they are brought together by labour in the resolution adopted by the London Labour Party at its annual conference on November 23rd last:

“The Conference strongly urges on the Authorities concerned (including the Local Government Board) the following principles as essential to any truly economical and successful scheme of development—

1. That whilst remedial measures and the strict enforcement of the sanitary laws respecting housing conditions in the central areas of London are urgently desirable, the Housing Authorities of Greater London should immediately declare every possible acre of unbuilt-on land within a thirty-mile radius a ‘town plan’ area under the Act of 1909, with a view to controlling future development and the founding of a considerable number of new towns on garden city principles.

2. That the Council should seek Parliamentary powers securing to itself absolute control of all building and re-building operations in the county (including the city) of London, and that such powers should be used for the preservation of desirable historical features and for the prevention of the unhealthy crowding of persons and industries within the central London areas.

3. That the Council should endeavour to evolve such administrative housing machinery as will preserve the maximum local interest and variety, but will at the same time secure that a big, bold, comprehensive scheme for the re-ordering of Greater London’s industries and residences shall be inaugurated immediately upon the conclusion of the war.”

In the case of London there is a store of potential decentralizing force which is waiting to be turned to account. London could be “combed out.” There are certain industries and many businesses which really require a central situation. But there are many that are positively at a disadvantage at the centre; and many more that are more or less indifferent as to their geographical position, but require to be grouped with others of the same class. This means that the whole group might be migrated in a concerted fashion, though one dare not move alone.

The control of the location of industry is the central problem of constructive town planning. The Memorandum that was prepared by the Association for the recent County Council conference sets out a proposal for a Town Planning Commission for London as a whole, which it is believed would provide a means by which, among other things, the organized provision of new industrial facilities in suitable districts would help to simplify the problem of housing. The same principle could be applied over large areas throughout the country, and would be an important step toward the town planning of the British Isles, which is a necessary basis for any genuine scheme of national reconstruction.

A MEMORANDUM BY THE GARDEN CITIES AND TOWN PLANNING ASSOCIATION

This Memorandum was prepared by a sub-committee consisting of Mr. W. R. Davidge, F.S.I., Mr. H. V. Lanchester, F.R.I.B.A., Mr. Cuthbert Brown, M.Inst.C.E., Mr. Warwick Draper, and Mr. C. B. Purdom, for the consideration of the Local Authorities represented at the Greater London Housing Conference called by the London County Council on October 30th, 1918.

1. The object of this Memorandum is to represent to the Conference the need of the application of bold and comprehensive principles of planning to the development of the Greater London region in connection with the provision of houses and other buildings after the war. The problem of housing, it is urged, is bound up with several other problems ; in particular with those of the relief of traffic congestion, the construction of arterial roads, the preservation of existing open spaces, and the more orderly and efficient development of industrial areas. Without attempting to discuss these problems adequately or at length, it is desired to place before the Conference certain considerations which its members are invited to take into account in order that the general lines of a Greater London housing policy may be laid down.

2. The opportunity for a new departure arises out of the magnitude of the housing emergency that will have to be met after the war. It is generally accepted that vigorous State and municipal action will be necessary, the preparations for which must be made on a large scale without delay. No other conclusion is possible in face of the main facts : (1) that for more than four years the construction of dwellings for the normal increase of the population has been stopped ; (2) that in the London district there remains from pre-war days a great deal of overcrowding and also much insanitary property to be dealt with ; and (3) that private building enterprise will be for some time out of action after the war, owing to the dislocation of prices and rentals, the scarcity of material, and the probable opening of many more attractive avenues for investment.

Number of Houses required.

3. The Housing Committee of the London County Council have not considered themselves to be in a position to make any estimate of the number of houses required. The material is not available at present for an accurate estimate ; but it is possible to take a view of the general situation and arrive at a rough measure of the dimensions of the task to be undertaken. During the war there has been a large influx of population engaged in Government departments and munition factories. Part of this is of a temporary character, but it will probably be found after the war that the permanent population of Greater London and its immediate curtilage has increased more rapidly than it would otherwise have done. It may therefore be considered a conservative estimate to take the present actual shortage of dwellings in London to be the number necessary to house four years' normal growth of the population. On the 1911 census basis this growth would be about 265,000 persons in the Metropolitan Police Area alone. If we regard the period of reconstruction as extending over the next seven years from the end of 1918, and the same rate of growth to continue during that term, the number of persons to be housed between the end of the war

(whenever that may be) and December 1925 can be estimated at 726,000. At an average of five persons per dwelling, 145,200 additional houses will thus be required in Greater London by 1925. This estimate takes no account of overcrowding, rebuilding, or re-housing in connection with slum clearances. On the other hand, no deduction has been made for London men killed in the war, because their loss will not directly affect the pressure on housing to any considerable extent, though it will decelerate the future increase of population. It may be assumed, therefore, on a conservative basis, that during the period of reconstruction not less than 120,000 small dwellings will need to be built for the people of Greater London, in addition to 25,000 larger houses which may be built by private enterprise.

A Systematic Inquiry Needed.

4. It is not supposed that the above figures are a safe basis for definite action ; but they give some idea of the size of the problem. The enormous number of houses that is required is sufficient by itself to make clear that the problem must be treated as a whole ; for it is not merely a matter of satisfying a chance demand that springs up locally. The health, convenience, industrial efficiency, and civic welfare of every part of London is dependent upon the right handling of the question in every other part. For that reason it is essential that a much wider view should be taken than it is possible for any single local authority to take, and that the housing schemes for London should not be left to individual authorities to prepare on their own. A hundred housing schemes for the area, prepared without relation to one another, would make confusion worse confounded. It is therefore suggested to the Conference that as a first step a systematic inquiry as to the actual need for dwellings should be undertaken for the whole of Greater London ; and that to avoid delay the inquiry should be undertaken forthwith by the London County Council in conjunction with the other local authorities within the area.

Traffic and Industrial Decentralization.

5. Just as it is necessary for the housing problem to be considered for London as a whole, it is equally necessary that the problem itself should be considered in relation to the industrial, political, and economic character of the area. Hitherto the consideration of the constructive problems of Greater London has been confined to the traffic question ; and as a general rule the discussion even of that question has proceeded on assumptions which are too narrow. It is far too readily taken for granted that London is and will remain a single organic economic group, wherein the mass of industrial and commercial buildings are centrally placed, and the mass of dwellings are placed in the surrounding suburbs, the whole of the working population passing twice daily between a single centre and a widening outer ring. But this conception does not correspond to the facts, and still less to the practicable ideal which is within reach. For twenty-five years or more there has been a strong disposition for manufacturing industries to establish themselves in the outer area of all great cities, and London has been no exception to the rule. The process has gone so far that the conception of the city as an organism with one centre of circulation is no longer true. London has its enormous central heart ; but it also has a belt of minor hearts scattered within and without its suburbs. The general result is bad, because there has been no order in this development, because factory location has had no relation to housing location, and because these new centres are in many respects imperfectly organized. Moreover, the position of many of them at intermediate stations on the suburban lines of communication complicates rather than relieves the central traffic problem. It is the negation of town planning to leave industry to locate itself and

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to confine our efforts to getting out of the housing and traffic difficulties which this neglect engenders.

Other Results of Lack of Control.

6. The interests of the present population of London are seriously affected by the lack of co-ordinated control which produces the formless growth on the outer edge, and the over-building of the inner area. If the development of London is to continue on the assumption that governmental effort cannot have an influence upon it, but must content itself with mitigating its inconveniences, we shall have London itself extending further as a single solid urban block, with the creation of new suburbs on the present outskirts. The small quantity of open land at present accessible for health and pleasure will be filled in and the open country will be pushed mile after mile further out of the reach of the unhappy central Londoners. The new 145,000 dwellings at an average distance of ten miles from the centre, allowing a due proportion of schools, shops, public buildings, and open spaces, mean the urbanization of a belt of land nearly three-quarters of a mile wide. They will not, of course, be placed so regularly as that, but haphazard building will produce an even worse result.

7. Industry suffers more than is generally realized from the congestion and disorganization arising from this unscientific development. A direct handicap is placed upon factory improvement, and upon production generally. In this connection the point of view of labour must not be overlooked. The idea of a maximum working day is in reality the expression of a demand for a certain minimum of leisure. It is a mistake to assume that long railway or tramway journeys do not matter. They are in the highest degree wasteful of time, money, and physical energy; and it is unwise to ignore any possibilities of reducing them. The organized Labour movement has already expressed decided views on this point, and the inclusion of a reduction of journey-time among trade-union demands will compel attention to the matter in the near future.

A London Town-Planning Commission.

8. The calling of this Conference indicates at least a partial recognition of the facts to which attention has been drawn, and it is to be hoped that one result following upon it will be to formulate the demand for the creation of a regional authority. The Conference is asked to consider the desirability of the creation of a Permanent Greater London Town-Planning Commission to exercise control with regard to housing, industrial and residential development, and all means of suburban communication, over the whole region which is in direct and continuous economic dependence upon London. Nothing short of this can provide the unity necessary to give practical effect to long debated proposals for London improvement, the settlement of which the housing emergency will not permit to be much longer delayed. The Commission that is proposed should take advantage of the results of the Traffic Commission and of work done in other directions, and should undertake as its first business the preparation of a preliminary plan of the entire area in order to determine the general character of the development to take place. As the planning of London is a national interest, and co-ordination with other regions will be necessary, the Commission should probably contain a proportion of technical members nominated by the Government, as well as representatives of the London County Council, and of the other authorities grouped for the purpose. A definite area is not suggested at the moment for the operations of the new Authority, but it is quite clear that a much larger area than that now covered by the Metropolitan Police is necessary for effective planning in the manner required.

The Principles to be immediately observed.

9. While such a Commission must be recognized as being necessary for the ultimate development of the Greater London area, it is suggested that in order to secure immediate action the powers that already exist should be used to the fullest possible extent with due regard for the comprehensive scheme that will have to follow. The most urgent of all questions is the stopping of further building on fresh sites in the central area, and the check to indiscriminate development in the inner suburban zones. It is therefore suggested to the Conference that the following broad principles should be observed by the local authorities themselves pending the creation of a Town-Planning Commission for Greater London and the adoption of a general Town Plan: That within a radius averaging ten miles from the centre only such building should be undertaken for the time being as is necessary to round-off present development, and that outside that limit existing industrial and residential suburbs should be planned as compact semi-industrial towns, their industries being restricted to well-defined areas. Thus the Greater London housing schemes which must perforce be provided on a large scale, could be so prepared as not to occupy land which it may possibly, under the final town-planning scheme, be found desirable to preserve as public or private open spaces. While the absence of the general Town Plan is bound to be felt until it is in being, the local authorities can by their own immediate action, and without waiting for new legislation, observe some of the main principles that it will embody. The fact that the bulk of after-war building for some period is bound to be executed under the direct control of the municipalities, gives them opportunities as well as responsibilities that they should not neglect; at least they should decline to build-in the people of central London by means of further solid extensions of bricks and mortar.

The Preservation of Amenities and the Principle of Control of Building.

10. The destruction of the charm of the surroundings of London has proceeded unchecked for so long that it has been accepted as inevitable in the face of economic necessity. Historic sites are overwhelmed and the beauty and interest of old places disappear almost without protest in the course of the spread of population. It urgently needs to be recognized that this disorderly progress of building development can at least be checked by the organized efforts of the municipalities in the manner already indicated. It is clear that when the plan for the whole area comes to be prepared it will have to provide for an ultimate policy of building control. It will probably be found necessary for the greater part of the undeveloped land within a ten-mile radius, and in some cases even beyond, to be expressly preserved from building development. It is not overlooked that the practicability of such a policy is disputed. It is obvious that it would be futile to prohibit building on certain areas if profound economic factors were making for their utilization. But another thing equally obvious is less recognized. It is that if economic forces now rising in the scale demand the cessation of the solid growth of the Metropolis, it may prove in the long run disastrous to follow what now appears to be the line of least resistance. It is not merely a question of amenity. A study of economic tendencies shows that within a few years it will be necessary to satisfy by some means or other the demand of industry for sites where highly organized and specialized facilities for production can be secured, where factory re-planning and extension may be systematized, where transport can be simplified and where housing and social conditions of a kind that labour asks for can be supplied. If it is not satisfied by the intelligent and far-seeing plans of the municipalities, the further congestion of the area and the ever-

increasing inefficiency of the present system may lead to the same sort of depreciation of town values as has happened in somewhat similar economic circumstances before.

The Garden City Principle.

11. If municipalities are to respect the principle of the preservation of open land, in many cases within their own areas, where then should they build? The proposal about to be made is not without difficulties; but it presents so many advantages that the most careful consideration is asked for it. It is that the time has come to apply the full garden city principle to the development of outer London. For the purposes of industry, public health, good housing and improved working surroundings for the people, as well as for civic progress, there can be no question that the garden city standard is the ideal. That principle does not state an arbitrary method of new town construction as is sometimes supposed. It does, however, imply a principle of civic unity, which imposes restriction upon town growth by making provision for the systematic planning of outer areas to meet the needs of industrial expansion. It may be stated as a formula by means of which town development in general may be subjected to intelligent control: That a town should be of a population large enough to allow of efficient industrial organization and full social activity; but that it needs to be no larger; that the urban area should be limited to a size requisite to house this population well, and should be surrounded by a zone of open land large enough to possess a distinctively rural and agricultural character; that the whole of the land, including the urban area and the rural zone, should be owned and administered in the interest of the local community.

12. At the end of the war there will be a real opportunity to observe this formula in the new housing schemes which will have to be provided in the large outer area of London. If that were done with discrimination and thoroughness, an entirely new direction would be given to the development of the whole area, and many pressing problems would be simplified. An important reaction upon the central area would be the lessening of the pressure upon insanitary districts—with advantage to the policy of slum clearances. The Conference is therefore asked to consider the following proposition: That suitable areas of rural or semi-rural land be acquired by or at the request of the Greater London Housing Authorities, particularly the London County Council or the other County Councils in the area, in order to carry out the necessary after-war housing schemes. The sites to be, as a rule, from twelve to forty miles from the centre, on or near railway lines, rivers or canals, and capable of development as complete and efficient industrial units. In some cases an existing small town will form a useful nucleus for development, in others villages may be included, and sites that have already begun to be developed will sometimes be indicated. In every case a town-plan should be prepared, and the main lines of development laid down from the start. The actual work of development could be done by public utility societies or trust companies formed in conjunction with the local authorities.

13. The objects of the above proposal are to carry forward the industrial development of the whole surrounding area of London concurrently with the housing development, and to subject both to the elements of control necessary for the thrifty spending of the money involved and the highest quality of housing, factory and health conditions. In considering the large questions thus thrown open it is necessary to remember that with any housing development there must go on a parallel development of shops, churches, workshops, halls and so on. The organization that has been suggested can be applied without upsetting the economic basis on which these other urban elements are provided. Indeed the development of land for these purposes is

a means by which housing schemes can be made to pay. It should be remembered that there is normally an annual extension of manufacturing business requiring new buildings and enlargements of old ones. Except in the munitions industry this, like all other building, has been held up during the war. There is an accumulation of factory building waiting to be carried out. It is not only a question of arrears. New enterprises will be started, and will be looking out for the best positions in which to establish themselves; and existing businesses now content with cramped quarters in the city will find it necessary to take or build larger premises elsewhere. The point is that we are about to enter a period when, owing to various conditions, every kind of building will be required in greater numbers than ever before, and will certainly be provided somewhere. The planning of new centres in a manner decided enough to leave no doubt of an intention to carry them through, would draw manufacturers, business men and people generally to them. The advantages they would offer would be obvious.

14. The objection that the creation of new centres is contrary to economic laws has already partly been met. It is sufficient to add that the facilities for production which such new centres would provide are what industry is constantly seeking, but after which it gropes blindly and ineffectively because of lack of co-ordination. The further objection that the expense would be prohibitive is equally erroneous. The policy will be cheaper for Greater London than any method at present contemplated. It will, as a fact, be directly remunerative if the bulk of the land is acquired by the local authority and developed with public funds by a trust company or the authority itself. It will easily pay all interest on development, and preserve an immense increase of land value for the community. The criticism of those who will say that the scheme will diminish rateable value in the County may be met by the answer that what is proposed is not a substitute for existing houses in London (except such slums as may be compulsorily cleared), but a substitute for unsystematic suburban building from now onward. One effect would be the decline in value of much land in the suburbs held for speculative profits; but not only would the rateable value of that land be increased under the system here proposed, in all probability the effect upon the neighbouring property would be to maintain its value instead of depreciating it as a result of over-development.

The Limits of the Present Proposals.

15. In conclusion the present proposals, so far as they can be carried out at once by the local authorities, must be made to fall into place as part of a comprehensive Regional Plan for London. They do not provide such a plan themselves. All they claim to be is on the whole within the ambit of a sound scientific development. The Town-Planning Commission indicated at the beginning as being necessary, will be able to take a comprehensive view of the whole problem, and particularly of the future organization and demands of industry. That such a new statutory body will have to be set up is the more apparent the closer the needs of the area are studied. If the Conference expresses a clear and decided demand for its creation, it will not have met in vain. The further suggestions contained in the present Memorandum merely offer some preliminary considerations on which an immediate emergency may be dealt with upon hopeful lines.

FIRST CARDEN CITY LIMITED

Report of the Directors submitted to the Fifteenth Ordinary General Meeting of Shareholders, held on Thursday, December 12th, 1918.

THE Directors beg to submit herewith the Audited Accounts of the Company for the year ending September 30th, 1918. . . . The total net profit, as shown by the General Revenue and Expenditure Account, is £5,967 11s. 7d., which, with the sum of £25,202 13s. 9d. brought forward from the previous year, makes a balance of £31,170 5s. 4d. to the credit of this Account.

The Directors have been unable to recommend the payment of a Dividend for the past four years, mainly owing to the war, and the uncertainty of conditions created thereby. In view, however, of the Armistice, with the hope of a lasting Peace in the near future, the Directors have pleasure in recommending the payment of a Dividend of 2½ per cent., which will absorb £4,823 9s. 6d., leaving a balance of £26,346 15s. 10d. to be carried forward. A resolution to that effect will be moved at the Annual General Meeting. . . .

The ground rents created during the year ending September 30th, 1918, amounted to £550 12s. 9d., making a total of £8,182 19s. 3d., created since the commencement of the Company.

Notwithstanding overcrowding during the war, the health of the town has been good. The death-rate for 1917 was 10 per thousand, and the infantile mortality rate 38 per thousand births.

The Directors are keenly interested in the formation of County Council Secondary Schools for boys and girls in Letchworth, and have approached the local Authority on the matter. They have also promised to subscribe towards the building cost of the schools. The Directors hope that the meetings held recently with regard to the carrying out of a Technical School may result in a practical scheme as soon as building conditions allow.

The farming operations of the Company have been successful this year, and after making proper reserves, show a fair profit. The Dairy Farm grows in usefulness and adds to the welfare of the town children. . . .

Sites for the erection of 600 cottages have been offered to the Letchworth Parish Council, acting for the Hitchin Rural District Council, and the Directors hope that Government sanction and suitable help for the immediate erection of these cottages will be granted. They take this opportunity of thanking the Council very heartily for the enterprise and public spirit shown by them in dealing with this matter.

In April, 1919, an Urban Council for Letchworth will be formed, Urban Powers having been granted. The Directors consider this step to be in the interests of the inhabitants.

The Directors much regret to record the death of Sir Ralph Neville, which occurred last month. He was the first Chairman of Directors, and only retired from the position in 1906 upon his appointment as one of His Majesty's judges. Without his courage, foresight and zeal before the inception of the Garden City Pioneer Company and this Company, the Garden City movement would not have attained its present measure of success. Sir Ralph Neville's interest in this Company never abated, and he was always pleased to hear of its progress and to give his advice and help.

Mr. E. R. P. Moon and Mr. W. Cecil Harris have given notice to the Directors that they intend to move the following resolution at the General Meeting: "That the sum of £650 be paid to the Directors out of the funds of the Company by way of remuneration for their valuable services."

The Directors are pleased to report that Lieut. A. J. Davis, R.F.A., a member of the Surveying Staff of the Company, who enlisted in 1914, has received the Military Cross.

Although the office staff has been further reduced during the year, the work of the Company has been carried out in an efficient and praiseworthy manner.



THE WEEK-END SCHOOL FOR LECTURERS AND SPEAKERS

THE week-end school which was to have been held at the end of November was postponed as a result of the General Election, and will take place at the Institute, Hampstead Garden Suburb, on Friday, January 17th, and the two following days. The school is intended for those accustomed to speaking, but who have no special knowledge of the housing question, and are willing to devote time to speaking on housing either in connection with the National Campaign of the Garden Cities and Town Planning Association or under the auspices of any other organization. Applications for membership should be made without delay to the Secretary of the Association; admission to the school will be by ticket only, which will be sent without charge to selected applicants.

An inspection of Hampstead Garden Suburb will take place on Friday afternoon, January 17th, when the party will be entertained to tea by Co-partnership Tenants Ltd., and Mr. Henry Vivian will speak on "The Social Side of Housing." The school proper will begin on the following morning, January 18th, at 10.30, and a series of lectures will be given that day and on Sunday, January 19th, by Mr. B. Seeborn Rowntree, Mr. Raymond Unwin, Professor Adshead, Mrs. Sanderson Furniss, Captain R. L. Reiss, Mr. E. G. Culpin, and others. A full syllabus will be sent in advance to all members of the school. On Monday, December 2nd, a visit will be arranged to Letchworth, when Mr. Ebenezer Howard will give an address on "The Garden City Principle in Relation to After-war Housing."

It is proposed to hold further schools in the Provinces, and applications are invited from those who would like to attend a school if arranged in their district.



BOOKS TO READ

THE following and all current books on housing and kindred subjects are supplied by the Publishing Department of the Association. Orders must be accompanied by remittance, including postage. We hope to notice certain of the reports given below in the next issue of the Magazine.

Report on Questions of Building Construction in connection with the Provision of Dwellings for the Working Classes. (Cd. 9191, 1918.) 1s., postage 5d. The most important Government publication on housing that has yet appeared. It should be in the hands of all our readers.

Report on the Position of the Building Industry after the war. (Cd. 9197, 1918.) 3d., postage 1d. An inquiry into the probable demand for building materials, and the steps to be taken to facilitate the increase of the supply.

Interim Report on Public Utility Societies. (Cd. 9223, 1918.) 2d., postage 1d. A detailed report upon the conditions of financial assistance to public utility societies.

Report of the Departmental Committee on Building Bye-laws. (Cd. 9213, 1918.) 6d., postage 3d.

Interim Report of the Committee on Currency, etc., after the War. (Cd. 9182, 1918.) 2d., postage 1d.

Report of the Committee on Financial Facilities. (Cd. 9227, 1918.) 2d., postage 1d.

Housing in Scotland. (Ministry of Reconstruction, 1918.) 2d., postage 1d.

Report of the Women's House-Planning Committee (Scotland). (Local Government Board for Scotland, 1918.) 4d., postage 1d.

A National Scheme for Vocational Training for Sailors and Soldiers. By Douglas Cockerell (Arts and Crafts Society, 1918). 6d., postage 1d. Has special reference to the building trade.



Mr. Samuel W. Wilson writes an interesting note to the Journal of the R.I.B.A. (November, 1918), which we take the liberty of reproducing. He says :

“ The future building up of your British trade will take place by the development of the provinces, and for this reason local by-laws want very carefully watching in your nation's interest, or you will be up against the problem here—that a big works, anxious and willing to go ahead and get its full share of trade, is going to be sat on by some miserable little local by-law which will prevent any housing accommodation for workmen at a price which the firm can afford. The elimination of all fads of this character, tending to ‘ prevent economy,’ is just one of the most important things that has to be watched in the interest of British trade.

“ As an American I wish your people their due share of the extraordinarily busy time which is undoubtedly in front of them, if they will tackle it in the proper way. The future development of provincial England is one of the most important and fascinating subjects that one could take up with profit to your country.”

In a postscript, Mr. Wilson adds :

“ Broadly, what I have in mind over the whole future business in the country is :

“ 1. British manufacturers and merchants aroused as to the abilities which they have and must use.

“ 2. The excellent opportunity afforded outside the crowded cities for healthy factories and works.

“ 3. Adequate and healthy dwellings for the workers, not handicapped by out-of-date building restrictions.

“ 4. Hives of industry all over the country designed by men systematically, hygienically, and truly economically.

“ Push this for all you are worth. There is a big opportunity for your country to take. Take it.”

THE GARDEN CITIES AND TOWN PLANNING MAGAZINE

INCORPORATING · THE · HOUSING · REFORMER

Vol. IX. No. 2

FEBRUARY, 1919

NOTES OF THE MONTH

WHAT WE ARE WAITING FOR

There is no denying the fact that there is widespread uncertainty with regard to the Government's housing proposals. Dr. Addison has succeeded Sir Auckland Geddes at the Local Government Board, and long statements have been issued containing descriptions of plans and schemes that are soon to be made public, and of principles with which the department is in sympathy. There is plenty of evidence of Departmental activity. But time is passing, the men are being demobilized, and the country is not "fit for heroes to live in," because there are no houses for them. What everyone is waiting for is a definite announcement upon the questions of money and land and some signs of the re-organization of the building industry. We are entirely against acting upon hastily prepared building programmes; we believe that some fundamental principles that should affect the future housing policy of this country are likely to be completely overlooked; but we firmly believe that, despite this, unless a start is made upon the houses without further delay, we shall be faced with a state of affairs that none of us dare to contemplate.

AN ECONOMIC QUESTION

We wish particularly to draw our readers' attention to the article in the following pages, by Mr. Edward Ormiston, dealing with the public control of urban distribution. It is, we venture to think, an original contribution to a subject which is coming to be recognized as of primary importance in connection with the future economic development of this country. Hitherto the distribution of urban settlements has been regarded as outside the province of social control. The Town Planning Act of 1909 was designed mainly to give much-needed powers to public authorities to deal with land likely to be built upon in the outskirts of towns. It was not based upon any principle affecting the size, character or location of towns, and in the absence of any generally accepted prescriptive theory of what a town ought to be, it has very nearly been a dead letter. That is not, of course, the only reason why the Act has met with so little success; but the difficulties of its machinery, and its undue tenderness towards vested interests are minor things compared with the lack of vision of civic order in the minds of local authorities, and the absence of politico-economic theory to guide the action of the central authority and even—may we say it?—town planners themselves. The time has come, however, as Mr.

Ormiston points out, when principles must be formulated upon which public regulation will have to be applied. The Government subsidy for the new housing schemes, which upsets the whole basis upon which houses have been built in the past, is sufficient in itself to call for a sound principle on which the houses must be distributed. And nothing less than a town theory, broad enough to provide for the location of industry and to satisfy the rising demands of labour will do that. Mr. Ormiston shows that the effect of State Insurance, Grants in Aid, and Public Health legislation is to subsidize the growth of the largest towns at the expense of the smaller towns and the rural industry ; though the great towns are the least economic of all when public health and working class interests come fully into the economic reaction. The whole article gives powerful support to the argument for the garden city principle for which the Association stands. It is a remarkable testimony to Mr. Ebenezer Howard's idea that it is now found to hold the field as the one modern theory of town construction worth the serious attention of economists.

A SIGN OF THE TIMES

The strike of the 3,000 men at the Lancing works of the London, Brighton and South Coast Railway Company is an incident that should have considerable interest for housing reformers. In 1912 the carriage and wagon building works of the Company were removed from Brighton to Lancing, a distance of about ten miles. The majority of the men continued to live in Brighton and were allowed free journeys to their work by train daily. The strike began on January 1st last when the 47-hour week in the engineering trades came into operation. The men claimed that the time occupied in travelling from Brighton and Lancing, half an hour in each direction, should be paid for by the Company and included in the 47 working hours. "If you take the men's argument," declared the general manager of the Company, any man who lives a distance from his work in London would be entitled to claim to book on from the time he joins his train, tram, or bus. It will be seen that the Company cannot possibly make such a concession." The significance of the strike is that the assumption that is often made in connection with housing schemes that the distance from the place of work is of comparatively minor importance is not shared by the workers. We have been urging for some time in connection with after war housing that housing schemes must be prepared in relation to industrial development, and that the reduction of the distance between the house and the factory is a factor to be taken seriously into account. It is, of course, almost impossible to consider it when housing schemes form part of the suburban development of large towns. All that can then be attempted is to develop 'bus, tram and rail facilities, to reduce fares, and to accelerate speed and service. But it is clear to anyone who has eyes to see that the transport of workers is not a satisfactory solution of the problem. The discomfort, inconvenience, expense and waste of time and energy that are experienced by all who do these daily journeys on public vehicles and by trains have almost reached the limit of endurance. The Lancing dispute is but the first sign of what cannot be denied to be a reasonable objection on the part of the workers generally to unnecessary travelling. Already at Barrow, for example, the men in the engineering and shipbuilding trades have raised a warning voice on the same matter. It is a sign that wise men will not ignore. It brings the end of suburban development within sight, and provides the incentive for industrial housing on a rational plan, which will entirely wipe out the expense to the worker, to industry and to the country at large arising from the senseless practice of living in one place and working in another.

THE PUBLIC CONTROL OF THE LOCATION OF TOWNS

BY EDWARD ORMISTON

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ECONOMISTS and statesmen alike have usually regarded the situation, character, and size of urban settlements as matters outside the scope of governmental regulation. An analysis of the localization of industry has, of course, always found place in economic theory. But it has been almost wholly of a descriptive character, and its political uses have hitherto been slight. So complete, indeed, has been the dissociation between the economic and political considerations in this field that economists have tended to neglect the secondary effects upon urban distribution of certain classes of governmental action. It is astonishing to find, for example, in the voluminous controversies upon national and local finance, how little attention has been paid to the influence of alternative modes of taxation upon the growth of towns—all the more astonishing because during the whole period of these controversies the sanitary and civic problems of large towns have given endless anxiety. The consequent incompleteness of the economic analysis does not matter much. Nevertheless, the omission is regrettable, because if economists had attached any theoretical importance to the effect of public measures upon different classes of industrial settlements, the question would spontaneously have arisen as to what type of town should be given the preference. And if that question had been seriously propounded and argued out, say, fifty years ago, it seems likely that one or more constructive formulas of the ideal town—economically and socially—would have emerged and gained some authority. The town-planning movement might have had an earlier genesis and a sounder scientific foundation. In particular, the conception of a prescribed limit to the size of towns would almost certainly have been formulated, though there would have been plenty of room for disagreement over its quantitative interpretation.

Things, however, fell out otherwise. No such scientific formulas were discussed by economists. Schemes for ideal towns occurred sporadically, but they were always non-expert, and generally Utopian or perfectionist; the ideas associated with them never flowed into the main stream of economic thought, and with one exception they came to nothing in practice. The evils of the great and growing cities could not be ignored, but constructive criticism focussed itself upon details of interior organization. Political intervention followed in the same course. Public health and traffic necessities led to a multitude of regulations governing sanitation, street widths, air-space, crowding, and such specific items of town structure. Cities were, in Europe at least, restricted in their expansion vertically. Lately the density of building in suburban extensions has been limited, and some elements of street design imposed, by the process known as town planning. In the old centres of many cities there have been slum clearances and street widenings. And there has been a gradual imposition of standards of house accommodation, together with a tendency in all countries for the work of housing the poorer sections of the community to pass into the hands of the municipalities.

It cannot be said that these activities have been successful in making modern

towns healthy, agreeable, or efficient. But they connote a growing public consciousness of the facts of the case, and they therefore facilitate the opening of the larger question as to whether the great size of urban settlements is not in itself an evil capable of social treatment. Moreover, there are signs that more comprehensive action will be forced upon us by the development of other State activities and changes in industrial requirements. Some of the most powerful social forces—notably the Public Health, Labour, and Manufacturing interests—exhibit from very different points of view a grave discontent with our cities as they are. Hitherto it has been hoped that sanitary and housing reforms would make healthy places of all our towns, however large ; but Dr. Brend's recent analysis of the vital statistics appears to destroy the accepted view.¹ The working-class demand for good housing is being extended to cover good surroundings for life and work as a whole ; the Labour Conference of January, 1918, unanimously resolved that the bulk of future building ought to be diverted into new towns of limited size and in permanent contact with country life. The interest of the agricultural community in such a proposed diffusion of urban advantages is obvious. Manufacturers, again, anticipating highly competitive conditions after the war, are dissatisfied with the alternatives offered them, on the one hand by crowded, unhealthy, and expensive city sites, and on the other hand by country or suburban situations where the economic benefits of association are not fully available ; and their discontent may well crystallize into a demand for scientific urban organization as an essential of industrial efficiency.

If the *primâ-facie* case for some urban redistribution is admitted the issue arises as to whether public intervention is necessary, or whether the change can be entrusted to that interplay of economic factors which has achieved the present distribution. Let us leave aside for the moment the criticism that the matter is too complex for public control, or that the economic control has hitherto made a ghastly mess of its job. The question is whether the interplay of economic forces can bring about a change corresponding to the new economic needs. And the answer appears to be in the negative, because in this case inertia, or friction, is so powerful as to prevent the machinery of readjustment from getting under way at all. Take, for instance, the requirements of manufacturing concerns, which constitute the dominating force in the interplay. The cheapening and acceleration of transport have made it much less important than formerly for businesses to be located right inside their principal markets or close up to their sources of materials ; in fact, in many cases the widening both of buying and selling markets has made them free to choose among innumerable alternative situations. On the other hand, the developments of scientific organization increase the importance of specially built factories with opportunities for expansion according to a pre-arranged plan ; and still more recent developments in the theory of "welfare" stress the economic advantages of light and airy buildings in healthy situations. These considerations tend to drive manufacture out of the great towns. But an elastic supply of labour and the presence of power, light, and drainage services for the factory, and of houses and the social attributes of urban life for the workers, are usually necessary ; and these needs make the open country situation impracticable. Something intermediate is plainly indicated. Is it open to the *entrepreneur* to obtain exactly what he requires ? In some cases it is. A firm working on a very large scale and commanding adequate capital can acquire a virgin site and create its own urban environment. This happens occasionally in Great Britain, and often in the United States, where corporations like the Steel Trust are in the habit of taking large areas of land right in the country, or more usually a short distance from a small town where there is some

¹ *Health and the State* (Constable, 1917).

reserve of labour, and setting up thereon not only their works but complete villages, with houses, shops, institutes, and places of amusement for their employees.

Now obviously any such village is the germ of a new town, and it may be thought that here we have the natural economic reaction against over-centralization, and that all industry will rearrange itself in this manner in good time. But in practice the method is open only to a minute number of businesses. The average manufacturing concern must have an outside supply of water, light, and power ; it has no capital to spare for constructing houses, roads, and drains ; and it cannot employ whole families, but depends upon association with other businesses which are complementary to it in this respect. Hence when it is forced out of town centres by cramped buildings and high rents, it solves the problem by settling on the outskirts, where public services and labour reserves are still available. Unhappily, in many such new industrial districts businesses are quickly overtaken by the evils from which they have tried to escape. What is happening is not that the great cities are automatically dispersing themselves, but that they are now growing by a process of cellular sub-division. Industrial nuclei are pushed out along the railways and canals, and swell towards each other and the mother town ; and by the time the new district has merged into the general whole, most of the special economic advantages of the situation have been forfeited. The central part of the town is also adversely affected by an increase of traffic congestion and of the remoteness of healthy rural suburbs, involving a general loss of leisure and diminution of productive power.

Theoretically the best situation for industry is a relatively small town with a good technical equipment and a varied population, and above all with industrial areas planned in relation to means of transportation. Not many such places are to be found. They cannot arise spontaneously, because to give them a reasonable start requires concerted action on a large scale. Under mediæval conditions a handful of mechanics, feeling the pinch of town taxation or guild tyranny, could migrate to a free-trade village like Birmingham with prospects of success, and others following suit, a new centre could easily arise. Under modern conditions a piecemeal migration is not possible. The very interdependence which makes modern industry so productive operates to prevent its transfer to places where productivity might be still greater. Business co-operation is wonderfully complex, but it has no integral consciousness ; and the negotiations and bargains necessary to a concerted migration would be far too elaborate to be conceivable. But occasional attempts in this direction show that the idea is present in the minds of enterprising manufacturers.

For reasons similar to these Mill placed the establishment of new colonies within the province of government. If it comes to be accepted that there is a case in theoretical economics for manufacturing centres of definite type and size, clearly the argument for the entry of the State as organizer of new towns would be strong. Nor would the argument, or the intervention, stop at the initiation of fresh settlements. Ultimately, it would seem certain, the whole scheme of urban distribution would have to be made the subject of a unitary social design.

The question of social control of the size and character of towns is raised, from another side, by the prevailing trend of ameliorative legislation. In particular, enactments prescribing expenditure at the charge of the national exchequer, and enactments setting up new standards of residential and industrial conditions, necessarily have an effect upon urban distribution, and this effect may go as far as to dislocate altogether the present economic governance of the system.

Hitherto the influence of the State in this field has been small, since any tendency, intentional or not, to favour one locality or type of local unit at the expense of others has met strenuous political resistance, and a rough balance of economic equity has

thus been preserved. Any bias that has crept in has been obscure and accidental, but it has probably already gone in favour of the large towns as against the small towns, though its incidence as between town and country as a whole is more doubtful. What we have to consider is whether this bias is likely to increase to an important extent. Let us take, to begin with, the system of Grants in Aid from national funds towards the expenditure of local governing bodies. These fall roughly under four heads: Education, Poor Relief, Police, and Public Health. Our Education Grants, so far as they are based on school attendances, and not upon the actual local cost of the work done (which varies with the economic character of each district), exhibit no bias. But one or two minor grants are, in effect, differential subsidies favouring large towns. For example, the School Building Grants, from 1833 onwards, went to assist localities in which the cost of building was relatively high.

Obviously, grants of this kind help a large town to overcome financial difficulties which would otherwise tend to check its growth; and, generally speaking, such crude subsidies have been avoided, or quickly discontinued under criticism. But subsidies have re-entered in more subtle guise. An Epidemic Grant, which allowed compensation for lost school attendances due to certain diseases, would have been equitable enough if local characteristics, geographical or structural, had no relation to the incidence of the diseases. It was abolished in 1903, presumably because there was a fear that it might discourage the sanitary efforts of local authorities. And now we have Grants for Special Schools for Defective Children, for School Clinics, and for Medical Attention. Are these also to be abolished when the economists discover that they operate as subsidies to those towns which, by reason of their size and type of organization, produce more than the average amount per head of sickness and physical defects? For unquestionably that is their effect. The cost of doctoring its excess of sickness, and, indeed, of maintaining, educating, and burying the abnormal proportion of its children who fail to attain the productive age, is as much part of the peculiar expense of the great city as the cost of the frequent repairs of its crowded pavements. When, by State action in the general interest, the former costs are charged upon community resources, either they will check the growth of large towns by becoming a burden upon municipal finances, or they will actually facilitate the further growth of these disease-producing towns at the expense of the nation as a whole.

The cost of Poor Relief comes almost wholly out of local rates, the only important Grants in Aid being for Pauper Lunatics and the education of children under the care of the Guardians. On the supposition that the slums of large cities produce more than their due share of insanity and poverty, both of which are often the consequence of ill-health, these grants show the same bias as those for defective children. So also does the Police Grant, which is distributed in proportion to local expenditure on police services; for the large cities notoriously produce, per head of the population, more crime and disorder, and require more traffic regulation, than small towns or country districts. As, however, the Police Grant is mixed inextricably with the other grants of the Local Taxation Account, which are allotted on a basis determined thirty years ago, when the country was less urbanized than now, its net bias is rather obscure. Its real significance for the present argument is that it is made the model, by Mr. Sidney Webb¹ and others, for proposed wide extensions of the Grant-in-Aid system. Even Mr. Cannan,² who objects to grants proportionate to expenditure, on the ground that they subsidize mismanagement and weaken the checks on the uneconomic location of population, advocates grants to areas where the quantity

¹ *Grants in Aid: A Criticism and a Proposal* (1911).

² *History of Local Rates in England* (2nd ed., 1912).

of a given service required by the State from local authorities happens to be high in proportion to rateable value. This is about the minimum proposal which could conceivably have the desired effect of stimulating such activities as a local Health Service ; yet, obviously, inasmuch as the size, situation, and character of towns are factors in determining the quantity, as well as the cost, of some of the services to be performed, it is open to precisely the objections that Mr. Cannan brings against the bolder schemes of Mr. Webb.

This is easily seen in the case of the proposed grants for Public Health purposes. Large towns will naturally absorb a much larger sum per head than rural districts and country towns ; and if the cost of slum clearances and street improvements is in any way charged upon the national exchequer, the subvention to great cities may become enormous. The only possible basis on which such grants can be given is the actual expenditure on the service which the State desires to encourage. The practical choice is thus between no grants at all and grants which, in effect, by destroying some of the checks on urban expansion, may actually foster the increase of the population in the areas that produce the greatest proportion of the evils at which the Grant-in-Aid system is aimed.

The real position is, of course, that social legislation of the type under consideration necessarily brings new factors into the economic reaction. This is true whatever administrative method is adopted. If the State, in the case of Public Health, were to follow its own precedents of the Factory Acts and Wages Board Acts, it would simply prescribe a national minimum standard of health for towns, throwing the onus of maintaining that standard upon municipal organization and the local rates ; and, this being duly enforced, the subsequent economic readjustments would smash the great towns to pieces. But for obvious reasons such an enactment could not be enforced, even if anyone believed the method desirable. The Public Health problem cannot be grappled with at all unless central resources are applied to it, and as the structure of towns has a bearing upon Public Health, the corollary is that with the appearance of these central resources upon the scene the State at once acquires a manifest financial interest in urban distribution.

Grants in Aid are but a piece of machinery. The argument applies to all legislation of the type which diffuses, among large sections of the population, free or subsidized services at the charge of national taxation. State Insurance shows the same principles at work under another form, and here the subvention to large towns is unmistakable. The quantity of sickness per head among insured persons in large towns is known to be double that in rural areas, and much greater than in country towns. This means that State taxes and the contributions of rural workers are used to pay for the disposal of a by-product of urban organization. The Sanatorium Fund, raised from general taxation, is devoted to the treatment of what is essentially a town-disease. And if a Ministry of Public Health is created, its functions will be open to precisely the same comment—which can, indeed, be extended to cover the work of several other State Departments. The cost of government, per citizen governed, is, in fact, considerably higher in the great cities than elsewhere. Hence with the extension of the province of government, the direct national interest in the system of urban distribution naturally becomes more evident.

Perhaps the decisive case will be that of the housing of the working classes. After the war an abnormal shortage of houses will coincide with an abnormal economic difficulty in providing them. To meet this situation special State action is necessary ; and the Government is contemplating the issue to local authorities not only of loans to a large amount, but also of free grants of part of the capital cost of new houses. On what economic principle can such grants be fixed ? Since all local authorities are

being urged to undertake schemes to house their excess population, it would seem to be assumed that the subsidy is to be fixed at a percentage which will permit the building of houses wherever there is insufficient houseroom for all present residents or would-be residents, and the letting of such houses at rents which these persons are willing and able to pay. No other principle is conceivable if the idea of meeting all local wants is seriously held. In practice, of course, no principle whatever will be followed—the grant will be restricted to an amount which seems to the Local Government Board, in its wisdom, “reasonable.” In other words, a percentage will be selected that suits a determining number of important municipalities, and promotes enough house-building for the time being to satisfy the public.¹ Anyone can see that, as things are, the new subsidies will tend to encourage the growth of towns which had, in the pre-existing balance of forces, reached or closely approached their economic limit of expansion; indeed, unless events take a fresh turn, all limits to expansion would henceforth appear to be removed. Other factors that have been mentioned seriously modify the system of urban distribution. This one revolutionizes it, and deprives it of all practical utility.

Legislation now looming up in the middle distance promises to be still more destructive of the system. Comprehensive Minimum Wage enactments will affect urban distribution very greatly, but the direction of influence will depend upon the method of fixing the minima. Unless these are based upon the local cost of a series of standard personal requirements, they will permit those places where the cost of living is dear to flourish by evading the intention of the law. On the contrary, a serious endeavour to base the minimum on the cost of commodities and services leads logically to the institution of a Minimum Standard of Social Environment—or, at any rate, of a Minimum Wage sufficient to pay for that Standard in each locality—the influence of which upon urban distribution would be prodigious. If, for example, the Minimum Wage were required to cover, not merely the cost of given quantities of food and clothing, but also the rent of a house of a specified cubic content on a plot of one-twelfth of an acre in a district of standard town-planning amenity, plus the cost of access thereto from the place of work—and plainly only the enforcement of a standard of that kind would put one place on an equality with another in the interpretation of the Minimum—the money wages in great cities would become so much higher than elsewhere as to compel an almost universal exodus of business into rural districts.

So also with a Minimum Standard of Leisure. The simple eight-hour day enactment, or trade-union rule, is virtually evaded by urban systems which impose long journeys to and from the work-place. Just as the Minimum Wage needs to be graduated according to cost of living, so any maximum of working hours ought to be graduated to compensate for journey time. Otherwise some businesses will continue to compete with others by absorbing more of the leisure and vitality of the workers. On the other hand, the enactment of a Standard Day based on the number of hours between the workman's departure from home in the morning and his return thither at night, and therefore varying from town to town in accordance with the average daily time spent in industrial journeys, would have some exciting effects.

If graduated minima of this scientific kind are at present impracticable, the reason is that the system of urban distribution fails to stand the test of the entry into the economic province of such basic material interests of the employed classes as leisure

¹ Since these words were written it has been announced that the grant will be 75 per cent. of the realized local loss. This is, of course, a preferential subsidy to building in the least economic situations. The bias in that direction is greater than it would have been if an unvarying percentage of the cost of building had been offered, as the argument assumes.

and a healthy environment. The analysis seems thus to reveal not only that the system is becoming indefensible, but that its scientific validity could have been challenged long ago on the ground that it has not safeguarded satisfactions and interests of the greatest importance. In view of this result, efforts to preserve the system by adapting it to the new conditions, with the object of maintaining economic equity as between town and country, and between small and large towns, are fantastic. As between country and town, indeed, economic equity is a delusive ideal ; political considerations have always influenced the State in its adjustment of financial matters between them ; and now that the need of a certain quantum of rural industry is held to override purely commercial considerations, the conception of economic equity is less relevant than ever. As between town and town, the strict impartiality of the State, in legislation of the type now current, would, as has been shown, hopelessly dislocate the industrial system ; while the passing of such legislation in a primitive and obvious form is leading to the disadvantageous growth of the larger towns, and actually reinforcing tendencies which foment the social evils attacked.

We thus seem to be driven to lift the subject of urban distribution right out of the sphere of the interplay of self-regarding actions into the province of social design and control.

For the purposes of social design, the economic analysis, so far as it has gone, will be of considerable value ; but it needs now to be made more quantitative in character and to be extended to all factors which concern the material welfare of the people. And it must cover not merely urban distribution in the narrow sense, but the location and organization of rural industries and settlements also. Moreover, economic analysis alone is not enough. It should be coupled with a political and civic analysis, for the structure of towns and villages has close relations with their political and cultural life. The object of the whole inquiry should be the elucidation of guiding principles for the future ; the indication of what, taking every factor into account, would be the most satisfactory types of towns and rural settlements.

A town formula already proposed, for which wide usefulness is claimed, though it has never been placed upon a strict scientific basis, is the set of principles associated with the Garden City movement. This contains the ideas of the limitation of size, population, and density, of close contact between urban and rural industry, and of municipal ownership and control of land and public services as a means of enforcing design and securing permanence. The formula provides well for health, amenity, leisure, and manufacturing efficiency, and for a rural organization much superior to the scattered village system ; but a more detailed quantitative analysis is needed to ascertain what is the minimum population which will give a reasonable amount of localized interdependence of industry. Obviously elements of taste and judgment will enter into the determination of an exact formula for the ideal town. The balance of considerations will also be much affected by local conditions, as, for example, the prevalent scale upon which industry is conducted. Thus you could not run many first-class shipyards in a town with the Letchworth population limit of 35,000, though the new method of " fabricating " ships, if it is continued after the war, will permit of a considerable decentralization of this industry. But the idea of fixing a definite limit seems a primary necessity of social design, and for this reason the Garden City formula is an excellent basis for further discussion and analysis.

It is very important that the practical bearing of the arguments here brought forward should be immediately realized. Limitation of large towns implies, and can perhaps best be brought about by, the provision of new towns for the surplus population ; and if ever there were an opportunity for the initiation of such a departure, in

policy, it is now. Vast numbers of new houses have to be placed somewhere. Thousands of factories and workshops have to be built to meet the new conditions of industry. Where are all these to go? The State finds itself forced to answer this question, since its influence, by the accident of events, is decisive. It is vital that sound principles should be agreed upon before such enormous quantities of energy and material flow irrevocably into the wrong channels. If, for example, we continue, with the aid of State loans and grants, to build extensive new garden suburbs to cities like London, Birmingham, and Manchester, we shall almost certainly increase the difficulties of adopting a good social design later on. It is fallacious to assume, as some town-planning reformers do, that we can go on indefinitely adding garden suburbs to great towns, returning at our leisure to open up the central areas. To dilute the heart of a city with gardens, open spaces, and wide roads is to revolutionize its whole economic basis. To present only one aspect of this—men may find it worth while to travel two hours per day for the sake of operating their businesses in a centre which is highly organized and concentrated, but they may not be willing to travel three hours per day to and from a centre where the degree of concentration is much less. If we seriously intend to reduce the density of our cities, which is the only way to make them thoroughly healthy, we ought to have some idea of the suburb-carrying capacity of the proposed type of city-centre, before proceeding to add further suburbs. And if the provision of a rural zone to every large industrial group is found, as in the Garden City formula, to be an important element of the ideal town structure, we ought to make provision for such zones in our development adjacent to great cities—building satellite towns, with a considerable measure of industrial self-dependence, rather than suburbs. And this would mean quite a different manner of planning, and the selection of situations some distance further from the centre. Proper examination of the whole problem would show what is possible and what is not; what is in the line of an ordered design, and what would prove in the long run an obstruction thereto. At present we are not proceeding in absolute darkness. There is enough light to make it evident in which direction we ought to be travelling, though the precise point of destination is still in doubt. It is also very evident that we are not travelling in that direction and that unless prompt attention is paid to the helm we shall find that our progress does little but add to our difficulties.

HOUSING THE CONSUMPTIVE SOLDIER

BY NORMAN MACFADYEN, M.B., D.P.H.

AN army of 200,000 of our best men has developed consumption during the war, and is being sent home, often to conditions where there is no satisfactory prospect for the men and where they will be a source of danger to others. Even before this army was in being the provision of Sanatoria in this country was insufficient. All the money which has been spent on the treatment of tuberculosis up to now has failed to eradicate the disease, and the reason is not far to seek; it is because the problem is not dealt with scientifically. Although perhaps 90 per cent. of our people have the seed of this disease in them at some time or other it is not impossible to hope for a successful attack upon it if properly conducted. Indeed its extraordinary prevalence shows that in very many people the seed never germinates, and that in the vast majority health conquers disease. Still, enough deaths from tuberculosis occur every year to indicate the appalling misery, poverty and waste which it causes in our country.

The statesman who would root out tuberculosis from amongst us would be an economist of the first order. How would he proceed to work? In the first place he would absolutely stop food which conveys the germ from being consumed. Such a crime as the selling of tuberculous milk would be unheard of. In the second place Sanatoria would be provided which would have enough accommodation in them to receive patients as soon as the disease was found, and to keep them until it was arrested, and the patient had learned such a discipline of life that he could keep himself in good health and not be a source of danger to others. This is a technical subject, but the point is that the Sanatorium is the school for the life of the consumptive, it teaches him how to face the world and fits him for the battle of life; but it is not the battle itself. When our soldier leaves the sanatorium he plunges into the battle, and so in the third place, the conditions of life must be arranged so that he is given a fair chance.

It has been found that the desire of the man who has had the disease arrested is to forget all about it. He wishes to mix once more with his fellows on terms of equality. He wishes once more to earn his daily bread. Indeed it is the best thing for him and for his country that he should follow his own occupation, the one he is skilled in, and by which he can most benefit his fellows. These are natural desires and also the most wholesome, and the best treatment will respect them.

For this reason he must avoid segregation at all costs. Little colonies of tuberculous here, wounded there, neurasthenic over yonder, will be bad, not only for the men and their families, but for society in general. The principle is not a sound one; we must try to find a way of fitting our disabled men in to the general schemes of things. Nothing is more abhorrent to consumptives, and properly so, than they shall be marked men—a peculiar people. For the great proportion of these men there is no reason why they should not find a useful place in normal society. The one exception which must be made is for those whose disease is so far advanced that they cannot work, and at the same time are a source of virulent infection to others. For them a comfortable mode of segregation should be provided.

What, then, is wanted to give the tuberculous soldier a decent chance is a good house that can be kept clean and where he can have a separate bedroom. The

house must be well-built and planned for healthy living, the number of rooms depending upon the size of the family. It must be in good surroundings ; for an otherwise satisfactory house in an environment that lacks air and sunshine because of overcrowding on the land, is not a home fit for a disabled man. And together with the house there must be provided a well-lit, well-ventilated workshop or factory in a pure atmosphere. Good housing is not sufficient by itself : the man needs a healthy working-place too. He should live near his work and be able to get home to regular meals without over-tiring himself. Life itself should be made interesting and full of the healing influences which nature brings if we do not shut them out.

" It is a myth," says Dr. P. C. Vanier-Jones of the Papworth Colony, " that a patient must necessarily give up all indoor employment and seek a situation on the land. A clerk who has earned £3 a week and is accustomed to the activity and bustle of town life will never consent to banish himself and his family to an isolated cottage in the country and turn himself into a farm labourer. Anyone who imagines this possible little realizes what it means to be a farm labourer, his long hours, and the hard work in which new and unaccustomed muscles must undergo a prolonged course of training before a man has a chance of earning half the normal wage of a farm labourer. Many of our failures in the past have been due to the preaching of fresh air, even at the cost of a bare larder. The larder is of prime importance. Fresh air runs a good second, but all the fresh air in the world will not fill an empty stomach or provide proper materials for the building up of damaged tissues. Unless a man's vitality, and therefore his nutrition, is maintained at the highest level, all efforts to repair the tuberculosis and restore him to working health will be in vain. Take, then, an occupation like tailoring. Tailors often work in a basement, with a superheated and damp atmosphere. Are such conditions absolutely essential for the carrying on of the tailoring trade? Emphatically—No ! At Papworth Colony tailoring is done under open-air conditions, as severe (but as favourable to recovery) as could be made in any test. In our colony, a tailor, although a consumptive with extensive disease, can be so accommodated that his work may be carried on with the knowledge that he is benefiting by his surroundings and that there is absolutely no danger to the customers who employ him to make their clothes. In this way general tuberculosis problems are being solved one by one."

The conditions that the consumptive soldier requires to give him a chance are definite ; are they impossible to realize? Difficult, perhaps, but certainly not impossible. Millions of money must be spent, if not by one Government, then by another, to tackle this great problem. Why should we not by firm and immediate action attack it by attacking the problems of overcrowding and bad housing? They are a menace to the disabled more terrible than human enemies, and unless they are overcome money spent on the treatment of disease will be thrown away.

What is needed is the establishment of hygienic workshops in healthy surroundings, where good cottages can be built and where the social activities of a normal community are provided. We could then not only give the disabled soldier the kind of surroundings that he needs if he is not to be destroyed by his disease ; we should be adopting a great constructive scheme of prevention. In a sentence, the requirements of the disabled should provide the impetus for the Government to put into operation the garden city principle. The point is, however, that this can be done as a means of social improvement and with the incidental result of providing permanent conditions of good living for a large population. By this means the millions of money that will have to be spent upon the treatment of tuberculosis could be turned to economic advantage. It would actually become financially productive. What

the consumptive soldier must have, if he is to be saved for a life of usefulness and not condemned to a certain and miserable early death, is a good house and good working conditions. In a town developed as a garden city it is possible to live and work with all the advantages of a healthy country life. That it can be done successfully has been proved at Letchworth. In that town the disabled soldier may work at his own trade, in a good factory, live in a healthy home, and have the maximum of sunlight and air. What has been done at Letchworth can be done elsewhere ; and certainly if we are wise and if we really mean well by the men who have been broken for us in the war, it will be done on an adequate scale and at once.

THE LECTURE SCHOOLS ON HOUSING

AS announced in the last issue of the MAGAZINE the Association is organizing a series of Week-end Schools on the Housing Problem as a means towards the formation of a sound public opinion. The first of these Schools was held at the Institute, Hampstead Garden Suburb, from Friday, January 17, to Sunday, January 19, and was a complete success. No less than eighty-five students entered for the course and the attendance throughout was excellent. The members came from as far afield as Glamorgan, Middlesbrough, Newark, Bristol, Leicester, Truro and Glastonbury ; though the majority were from the London neighbourhood. They were all with some experience of public speaking, and a number were members of the housing committees of local authorities. The outstanding feature of the School was without doubt Mr. Raymond Unwin's lecture on " The Kind of House Wanted." It was something more than a lecture, it was an inspiration. No one that heard it will be likely to forget it. He gave an exact and detailed statement of the essentials of cottage-planning, which was of the utmost value ; but he lifted the whole subject on to a level that made it an object of the will, and aroused an enthusiasm that was remarkable. Professor Adshead, Capt. R. L. Reiss, Mrs. Baker and Mr. Culpin were the other lecturers, and the chair was taken in succession by Mrs. Barnett, Dr. Moon, Mr. Davy and members of the School. It is to be noted that the School was not conducted as a conference, but as a class for the purpose of study, and this procedure will be followed in the succeeding Schools that are to be held. There is every evidence that the Schools will do valuable work in providing opportunities for those who wish to give serious attention to housing questions and to bring their knowledge up to date.

The following further arrangements are in hand :

A Week-end Lecture School on Housing, at York, from February 14 to 17.

Particulars from Mr. F. D. Stuart, The Homestead, York.

A Week-end Lecture School on Housing, at Bristol, from February 21 to 24.

Particulars from Mrs. Falk, 7, Sion Hill, Clifton, Bristol.

A Week-end Lecture School on Housing, at Manchester, from February 28 to

March 2. Particulars from Mr. F. D. Stuart, The Homestead, York.

Full particulars of all these Schools may also be obtained at the offices of the Association, 3, Grays Inn Place, W.C.1.

It is hoped to arrange an Easter Holiday School at a convenient centre, the details of which will be published as early as possible.

HOW TO ORGANIZE A LOCAL HOUSING MOVEMENT

IF we are not to look forward "with some dread," as a well-known architect has confessed to be doing, to the coming influx of workmen's dwellings all over the land, it will be because there are at least a few people in each locality who know what good housing means. Everywhere, we may be sure, there is somebody who is concerned about the shortage of houses and the means to be taken to overcome it in his own district. And everywhere there are people who would be concerned about it if their interest were once awakened. All that is lacking is a small amount of organization to bring together these people, so that they may know what needs to be done and what powers they possess to do it. The Garden Cities and Town Planning Association is being constantly asked to suggest what practical means should be adopted to start local housing movements. The Association is always ready to send speakers to give a lead in such cases; but the fact remains that it is upon the local people themselves that the existence of such a movement really depends. In order to help those who want to organize local opinion, the following suggestions are made.

1. The first step will be to get together a representative meeting of citizens, remembering that housing is a matter that specially affects the working classes, and working women in particular. Get into touch with the local Trades Unions, Friendly Societies, Co-operative Societies, Adult Schools, Chambers of Commerce, Educational Societies, Women's Societies, Churches, Social Agencies, medical men, etc., and invite them to be represented at the meeting.

2. Endeavour to get the local authority and particularly the housing committee to be represented at and take a part in the meeting.

3. Help the meeting to find a common ground of action.

4. Get an Advisory Housing Committee of citizens appointed at the meeting.

5. See that the Committee gets to work at once upon the following :

- (a) To ascertain the state of housing in the locality.

- (b) To find out what the local authority is doing in the matter.

- (c) To make sure that if a housing scheme is being prepared it is a good one, and in particular to see (1) that it provides for sufficient houses, (2) that the houses are well planned, (3) that the women who live in and do the work of small houses are consulted before the plans are finally adopted, (4) that suitable land has been secured, (5) that the lay-out is satisfactory, (6) that the execution of the scheme is in competent hands.

- (d) To take steps to bring public opinion to bear upon the local authority if a scheme is not being prepared or if it is unsatisfactory in any important respect.

- (e) To educate the public in the principles of good housing.

6. Get the Committee to investigate and report upon the housing and industrial conditions of the town (or district) and the steps to be taken to prepare a town-planning scheme, with a view to the future development of the town (or district) and its industries on the garden city principle.

It should be remembered that while the execution of housing schemes and the administration of legislative powers is almost entirely a local matter, the housing problem is national in extent and is directly affected by considerations of national policy ; for this reason it is desirable that local housing organizations should be in correspondence with the central organization, the Garden Cities and Town Planning Association.

BOOKS TO READ

THE following and all current books on housing and kindred subjects are supplied by the Publishing Department of the Association, 3, Gray's Inn Place, W.C.1. Orders must be accompanied by remittance, including postage. A list of books will be supplied on application.

The Home I Want. By Richard Reiss. xiv—175 pp. Hodder & Stoughton. 2s. 6d. paper, 4s. 6d. cloth. postage 3d.

Capt. Reiss has done a great service to all housing reformers by preparing this book. He has summarized the main facts and legislative provisions with regard mainly to the provision of new houses, but he has not neglected the means to be taken to deal with insanitary houses and the slums. It is a volume of information, not of ideas, nor of criticism, and as such will be of immense value to members of housing committees and to all who have to deal with the practical side of the problem. The information is not only reliable, it is given in precise terms and in plain language about which there can be no misunderstanding. The production of the book and the arrangement of the material are excellent, and though the index is not so complete as it might have been, the treatment of the subject is such as to make reference easy. Indeed, it is a model book on the subject, and we do not know any previous publication on the same lines that it does not easily surpass. The aim of the book is to make clear exactly what can be done to get good houses, and the writer has definitely in view the conditions under which the task of building them will have to be undertaken to-day. The standpoint from which he writes, as well as the end at which he aims, are both indicated in the following extract from his opening chapter :

Many Acts of Parliament have been passed giving wide powers to local authorities, and it is safe to say that, if these powers had been properly exercised, the housing problem would have been largely solved. But it is useless to pass Acts of Parliament if the individuals whom they concern do not see that they are carried out. Housing is, after all, largely a local matter, which cannot be dealt with adequately by a Central Department. Direct responsibility for ensuring that the Housing Acts were carried out has rested hitherto, and will rest in the future, upon the local councillors. But as these are themselves elected by the people generally, the ultimate responsibility for effecting housing reforms rests upon their electors. . . . Every citizen, then, man or woman, must help to decide whether a satisfactory housing scheme shall be put into operation at the earliest opportunity in his or her particular town or village.

Capt. Reiss proceeds to show what these powers are and how they can be used. He discusses the questions of house and site planning, development and layout, and so on. He explains exactly the meaning of State financial assistance ; he shows what local authorities have to do to prepare their schemes ; and he touches upon economies in building and roadmaking. There is a chapter upon Town Planning, which is one of the best short statements on the subject that we have read ; another on some points of national policy ; and a number of exceedingly useful appendices. It is a book that no one can afford to be without.

THE GARDEN CITIES AND TOWN PLANNING ASSOCIATION

TWENTIETH ANNUAL MEETING

THE Annual Meeting of members of the Garden Cities and Town Planning Association was held at 3, Gray's Inn Place, Gray's Inn, W.C.1, on Wednesday, January 15, 1919, at 5 p.m. The Chair was taken by Mr. Warwick Draper in the unavoidable absence of the Chairman of the Council, Mr. Cecil Harmsworth, M.P. There was a good attendance of members. On the motion of the Chairman, seconded by Mr. Ebenezer Howard, the congratulations of the meeting were sent to Mr. Cecil Harmsworth on his appointment in the new Government to the office of Under Secretary of State for Foreign Affairs. The Annual Report of the Council and the Statement of Accounts were adopted. Mr. Cecil Harmsworth, M.P., was elected President, in the place of Lord Salisbury who had resigned; Lieut.-Colonel F. E. Fremantle was elected Hon. Treasurer; Mr. Herbert Warren, Hon. Solicitor; and Messrs. W. B. Peat & Co., Hon. Auditors. Sixty-two nominations were received for the Council and the following fifty members were elected by ballot: Mr. Ebenezer Howard; Mr. G. Montagu Harris, M.A., O.B.E.; Dr. Norman Macfadyen; Mrs. Sanderson Furniss; Mr. Warwick H. Draper, M.A.; Capt. R. L. Reiss; Mr. B. Williams, (Co-operative Union); Mr. E. G. Culpin; Mr. G. D. H. Cole, M.A.; Prof. P. Abercrombie; Prof. S. D. Adshead; Mr. Cuthbert Brown, M. Inst. C.E.; Mr. H. V. Lanchester, F.R.I.B.A.; Dr. H. Hyslop Thomson; Mr. W. G. Taylor; Mr. Seebohm Rowntree; Mr. H. D. Pearsall, M. Inst. C.E.; Dr. R. O. Moon; Mr. W. R. Davidge, F.S.I.; Mr. H. Clapham Lander, F.R.I.B.A.; Mr. F. Litchfield; Lieut.-Colonel A. Pownall, M.P.; Mr. Edgar Simmons, F.S.I.; Mr. Raymond Unwin, F.R.I.B.A.; Mr. Aneurin Williams, M.P.; Mr. J. C. Soutar, F.R.I.B.A.; Mr. Barry Parker, F.R.I.B.A.; Miss M. E. Harris Browne; Mr. William L. Hare; Mr. C. M. Crickmer, F.R.I.B.A.; Mr. J. E. Champney; Mr. J. H. Stobart Greenhalgh; Mr. Herbert Warren; Mr. F. L. Thompson, B.Sc., A.M. Inst. C.E.; Mrs. Victor Branford; Mr. E. G. Allen, F.R.I.B.A.; Mr. Arthur Crow, F.R.I.B.A.; Mr. Bernard Gibson, M.A.; Mr. T. Alwyn Lloyd, Lic. R.I.B.A.; Mr. E. T. Williams; Miss K. C. Vine; Mr. George L. Pepler, F.S.I.; Mr. David Barclay Niven, F.R.I.B.A.; Mr. J. R. Naylor, F.R.I.B.A.; Mr. Harold Craske; Mr. Chalton Hubbard; Mr. E. J. Cooper; Mr. W. H. Gaunt, O.B.E.; Mr. William Hutchings; Mr. D. Lleufer Thomas.

Capt. R. L. Reiss gave a short address on the preparations being made by the Local Government Board for the new housing schemes.

TWENTIETH ANNUAL REPORT, 1918

The Annual Meeting is being held at the earliest possible date in the new year in order that the new Council may be elected to undertake the large extension of the Association's work for which preparations have already been made. The demands upon the Association are increasing enormously; applications for information, and for lectures, lantern slides, literature, etc., require an enlarged organization to be effectively met, and the unprecedented opportunity for the practical application of the garden city principle that arises in connection with the great after-war housing schemes has to be made the most of. A vigorous propaganda designed to produce an immediate effect upon the new building schemes must be put in hand at once.

The occasion must be seized to develop an enlightened public opinion throughout the country for dealing with housing on an adequate scale and on sound principles. The Association has great responsibilities, which it must not neglect.

The Council is glad to report that the National Garden Cities Committee, which was founded at the end of 1917 for the purpose of advocating the application of the garden city idea to after-war housing and industrial development, has been incorporated with the Association. A new campaign for the garden city principle as a national housing policy has resulted from this union of forces ; further, the Executive has been able to plan a housing campaign to be projected on a large scale. This comprehensive National Campaign will, it is hoped, touch the greater part of the country and set in motion local housing movements which may have far-reaching results. It will also encourage the promotion of civic surveys as the preliminary to town-planning schemes, and will have as its ultimate aim the establishment of a principle of town construction on which the future building development of the country may be controlled. The report upon the past year's work is a record of an encouraging beginning to these greatly extended activities.

The Secretary.

The Council has accepted with the greatest regret the resignation of Mr. Ewart G. Culpin from the position of Secretary to the Association which he has held since 1906. Mr. Culpin's services to the Association and to the cause of housing and town planning and the garden city movement in general are too well known to the members of the Association to need any detailed description. As a lecturer and as an organizer of town planning tours Mr. Culpin is widely known both at home and abroad, and it is to his inspiration and to his expert advice that many of the existing garden suburbs and garden villages owe their origin and their success. It is not too much to say that Mr. Culpin has been the life and soul of the Association during the many years of his secretaryship. He leaves us in order to take up advisory and administrative duties in connection with a number of the most important industrial housing schemes that have yet been projected in this country, and he carries with him the heartiest good wishes of all who have been privileged to work with him. The Council is very glad to know that Mr. Culpin will still be able to assist the Association from time to time in an advisory capacity.

Progress at Letchworth.

During the past year an important change was decided upon in connection with the control by the people of Letchworth over their own affairs, and in April next the town will be an Urban District. It is worthy of note that the powers of the First Garden City, Ltd., as a landowner, which have enabled it, without Acts of Parliament, to construct water works, sewerage works, gas works, electric power works, etc., to plan and construct roads and to control building, will, if properly combined with the powers of the Urban District Council, give the town more varied powers probably than those possessed by any municipality in the country. Steps are now being taken to secure the building of 600 cottages, to be followed by others, so that Letchworth, however rapidly it develops, may again become and remain as free from overcrowding within the cottages as it has always been free from overcrowding of the cottages upon the land. It is probably owing to the maintenance of the latter condition that the infantile mortality rate, notwithstanding much overcrowding, was, in 1917, 36 per thousand as compared with 97 for the whole of England and Wales.

Another important change now taking place is the repatriation of a large number

of the Belgian population who have been working at Letchworth during the war. These allies have undoubtedly done much to help to build up in Letchworth industries of permanent value. In the meantime the demand for houses continues to be very great, partly owing to the return of the men from the army, partly to the steady growth of the town. During the past year the net profits of the Company were £5,967 11s. 7d., out of which a dividend of $2\frac{1}{2}$ per cent. on the ordinary shares was declared, which will absorb £4,823 9s. 6d. The importance of Letchworth in relation to problems of National reconstruction is so great that the Council hopes the Directors of the Company will do their utmost to make the lessons of the experiment clearly and widely known.

Public Utility Societies.

The memoranda and reports of the Central Committee of Public Utility Societies which were presented to the Local Government Board and the Ministry of Reconstruction have borne fruit in the recommendations of the interim Report on Public Utility Societies by the Housing (Financial Assistance) Committee, appointed in May last by the Ministry of Reconstruction. The recommendations do not go so far as the Central Committee wished as regards grants to meet the abnormal cost of building; at the same time many of the recommendations are largely based upon the documents submitted by the Central Committee, and if they are carried out there is no doubt that they will further the development of the work of public utility societies, increase their stability, and do much to enable them to play an important part in dealing with after war housing.

Thames-side Housing and Development.

The report of the Thames-side Housing and Development Committee has attracted much attention and the main lines of the proposals have received cordial approval at two well-attended conferences of local authorities in the area dealt with. These conferences were convened by the Association, and further conferences are to be held; there is every prospect that they will result in a combined scheme being put forward with the support of the whole of the authorities concerned.

Greater London Housing.

A memorandum on housing in Greater London was prepared by a special sub-committee and forwarded to all the local authorities in the Greater London area. The memorandum argued that the time had come for the application of the garden city principle to London, and urged that a single statutory authority should be created for housing and town planning in the Greater London area as a whole. The Council is glad to observe that the proposals contained in the memorandum are being received with increasing favour, and that the sectional conferences of local authorities are unanimously agreeing that Greater London should form a unit with a single authority for housing purposes.

County Councils.

During the year a letter was sent to members of the Public Health and Housing Committees of the County Councils throughout the country inviting them to give attention to the application of the garden city principle in the preparation of housing schemes for which increased powers had been promised to them by the Government.

Parliamentary Candidates.

A memorandum on housing was prepared and sent to all candidates for Parliament prior to the recent general election. It set out the Association's policy under the heading of fourteen points and covered the whole ground of the present situation

with regard to housing. It has now been re-issued as a leaflet for general distribution.

Lecture Schools for Speakers.

The first of a series of week-end Lecture Schools for speakers was arranged to be held at the beginning of December, but was postponed until January 17-20 as a consequence of the parliamentary election. The object of the schools is to give to men and women who are accustomed to public speaking, but whose knowledge of the housing problem is slight, an intensive training in order to enable them to speak on the emergency problem under the auspices of their own organizations. It is proposed to hold the schools in various centres in the country, and the thanks of the Council are due to those who have kindly consented to take part in the arrangements for the schools.

Literature.

The Association has acted for some time past as agent for collecting and forwarding books on housing and kindred subjects for a number of foreign and colonial Government departments, municipalities, libraries, and public organizations, as there appeared to be a need for a service of that kind. The sales of literature during the year have greatly increased, and in view of the demand for Government reports, books, etc., a special department has been formed for dealing with this work. There has been a steady sale of *New Towns After the War*, and it is hoped to add considerably to the publications of the Association during the coming year. *The Garden Cities and Town Planning Magazine* will be improved and will appear regularly every month in future. In addition to literature the Association is able to supply lantern slides and exhibition material, for all of which there is a growing demand.

Overseas Work.

A number of distinguished visitors whom war business had brought to this country availed themselves of the help of the Association in arranging for visits to Letchworth, Hampstead, and the various war housing schemes. Among these have been the Hon. W. A. Holman, Premier of New South Wales, Mr. Howard Vaughan, late Attorney-General for South Australia, Mr. Newton D. Adams, U.S. Department of Labour, and Mr. Jacob Ettinger, who is directing a scheme for developing garden cities and villages in Palestine.

The Belgian Study Circles have met weekly at the office during the year.

At the request of the Ministry of Information, the Association arranged for various parties of over-seas visitors (among which were the members of the American Mission) to be conducted on visits to the principle housing schemes in the country. At the request of the Ministry the Association supplied a quantity of plans, photographs, and lantern slides of housing and town-planning schemes for use in neutral and allied countries. The Ministry has specially thanked the Association "for the valuable assistance which you have so generously given us in our work."

Obituary.

The Council regrets to record the death during the year of the Hon. Sir Ralph Neville, Earl Brassey, Canon H. Scott Holland, and Mr. J. F. Roxburgh. To Sir Ralph Neville was due the early success of the garden city movement and the high place that it occupied among schemes of social reform. As chairman of the Council, and later as President, the Association owes much to his guidance and untiring support. The Rt. Hon. Earl Brassey was a Vice-President for many years and showed an active interest in the work of the Association; he was for a time a Director of First Garden City Ltd. Canon Scott Holland was one of the first

Vice-Presidents and took a keen interest in garden city development. Mr. J. F. Roxburgh was a member of the Council and an earnest worker in the early days of the movement.

Finance.

As a result of enlarged activities the expenditure of the Association has increased during the year, and in order to put the new work on a secure financial basis a special fund has been opened to which subscriptions are being invited from all interested in good housing, and the furtherance of the garden city principle. Members of the Association and others have already subscribed £860 to this fund, and it is hoped that when the general appeal is made members will do their best to get response to it from their friends.

In addition it is desirable that the membership of the Association should be largely increased, and the Council hopes that the work which is projected will receive recognition by a substantial increase in membership.

Workers Wanted.

If the programme to which the Association has committed itself is to be carried out to the greatest advantage it will be essential to have the services of many voluntary workers. A lady has already given her services as a draughtswoman to do work that was very badly needed; but others are wanted who will give regular work as lecturers, writers of articles for the general press and the Association's monthly magazine, and help in connection with the general work of investigation and collection of material for the Information Bureau. An earnest appeal is made to members who have time to spare, and can do work in the direction indicated, to offer their services.

APPLICATION FOR MEMBERSHIP

THE GARDEN CITIES AND TOWN PLANNING ASSOCIATION

To the Secretary,

3, Gray's Inn Place,

Gray's Inn,

London, W.C.1.

I wish to apply for membership of the Garden Cities and Town Planning Association and enclose the sum of.....as my subscription for the current year.

Name.....

Full Permanent Address.....

.....

A minimum subscription of seven shillings and sixpence entitles the member to a monthly copy of the *Garden Cities and Town Planning Magazine*.

Cheques should be made payable to the Garden Cities and Town Planning Association and crossed "London Joint City and Midland Bank, Ltd."

THE GARDEN CITIES AND TOWN PLANNING MAGAZINE

INCORPORATING · THE · HOUSING · REFORMER

Vol. IX. No. 3

MARCH, 1919

NOTES OF THE MONTH

“ SPEED IS THE ESSENCE OF THE CONTRACT ”

The offer of financial assistance to local authorities for the new housing schemes contained in the circular letter of the Local Government Board printed elsewhere in this issue, is a decided step forward. The terms of the offer remove the uncertainty as to the burden upon the rates that has hitherto prevailed. Whatever the deficit may be on any approved housing scheme the proportion falling upon the locality will not exceed the produce of a penny rate. It is safe to say that there are few authorities who will not fail to benefit by the new arrangement. It is obvious, of course, that the smaller and poorer districts stand to benefit most, which is as it should be. The urban district that has a timid scheme for forty houses, which will in any case cost it a penny in the £ on its rates, has now no excuse for not embarking upon a scheme that will really meet its needs, whether it be for eighty or two hundred; for it will not cost any more. In the case of the larger municipalities where a penny rate yields a considerable sum, the advantage is not so great unless particularly big schemes are in hand. But that does not dismay us; for we do not wish to see the great towns expanding under the direct stimulus of this new Government subsidy. They will grow all too fast, and all too uneconomically, in any event. In the smaller towns and the rural districts the new financial terms should promote immediate activity, with results that cannot fail to be of immense general benefit. It is, however, precisely in these places that the authorities are often slow to move. What has to be made clear is that nothing is to be gained by delay. There have been too many delays already by everyone concerned for further delay to possess merit. As Dr. Addison said the other day, in speaking of the present offer, “ speed is the essence of the contract.” It is understood that the schemes submitted and finally approved so far provide for only about 12,000 houses. It is certain that unless a radical change takes place, and the local authorities are made to act with promptitude, the whole emergency housing scheme will fail. We do not pretend that the announcement by the Local Government Board offers us all we want; we shall have a great deal to say about new powers when the Housing Bill is introduced; but the present position is sufficiently definite to enable any local authority to submit its scheme at once.

THE PROGRESS OF OUR CAMPAIGN

It is because we realize the importance of immediate action that we have put in hand our national campaign for good housing and the garden city principle. It is desirable on every ground that the terms of the Government offer to the local authorities should be thoroughly understood by the public; for it is only by the

support of an active public opinion that local authorities can be expected to rise to the occasion. It should be widely appreciated that it is now possible to set a high standard of housing throughout the country. The central authority is prepared to act upon principles that housing reformers have been advocating for many years ; and if houses of the best kind are not erected it will be because of the inertia of local authorities and the indifference of the electors. We can get now not makeshift houses but good homes for future generations, and if we let the chance go by we shall pay for it in all sorts of ways in the time to come. It is for this reason that we have held our housing Lecture Schools at Hampstead, Bristol, York and Manchester, and are arranging for other schools to be held in important centres. We endeavour to get together in these schools people who are prepared to convey the results of the teaching given there over a wide area. It is exact information of existing powers that the public needs more than anything else. Individual lectures have been given in the last few weeks at Newcastle, Hastings, Stockton, Sunderland, Harrogate, Middlesbrough, Kingston, Bradford, Truro, Salisbury, Preston, Sowerby Bridge, Horsham, Mirfield, Dewsbury, Blackpool, and many other places. We have set ourselves out to supply speakers and to assist in every possible way in the organization of local housing movements. Full time organizers will be appointed throughout the country, and everything will be done to encourage action by people in their own districts. Further, we are providing information to all enquirers, and we have in hand a large amount of literature for distribution. Moreover, in addition to this effort we want to show the further application of the garden city principle to the development of new and old towns, which in itself is a great task, but one that will be fruitful of results. All this requires money ; and though we have been well supported by our members, we shall need far more money than we have yet had if the work is to be done properly.

GREATER LONDON PROBLEMS

The Bill that has been drafted by a joint committee of the Town Planning Institute and the London Society for the creation of a Development Authority for London and the Home Counties possesses, we venture to think, the elements of a practical scheme. Everybody agrees that the problems of London have outgrown the powers of all existing authorities, and for that reason alone this draft Bill should be widely discussed with a view to early legislative action being taken. The Bill is based upon a proposal for a traffic authority for the area made some time ago by Mr. W. Rees Jeffreys, and has all the merits as well as the defects of its origin. It is greatly to be preferred to Mr. Marlow Reed's *ad hoc* housing authority for Greater London, or to the London County Council's proposal for the extension of its area, or to any system of joint committees. An authority for housing alone will not meet the case ; for the simple reason that housing is inseparably connected with traffic, arterial roads and industrial development. The authority is to exercise jurisdiction over an area comprising the administrative counties of London, Middlesex, Surrey, Kent, Sussex and Herts. It will not supersede any of the existing authorities in the area. Its main business will be to deal with traffic facilities, especially the construction of arterial roads and the reconstruction and widening of existing roads. It will be able to acquire land, make surveys, lay down building and street lines, and where a local authority is unable or unwilling to deal with housing, to prepare and carry out a scheme. We hope to find an opportunity next month to discuss what to our mind are serious defects in the Bill ; but for the moment we wish to welcome it as an able and courageous attempt to deal with a pressing problem.

TOWN-PLANNING AND RECONSTRUCTION

BY PROF. S. D. ADSHEAD, M.A., F.R.I.B.A.

The Presidential address to the Town Planning Institute.

IN considering in what way I could with greatest advantage address you, it occurred to me that in view of the epoch-making hopes and anticipations that the immediate future holds forth, I could not do better than direct your attention to some of those immediate issues in reconstruction which relate to the problem of Town Planning, and which will have a direct bearing on our deliberations during the forthcoming Session. It must be a matter of congratulation to all of us to know that a regeneration of housing conditions is to-day acknowledged by all parties and on every hand to be the most important of the many questions that relate to social and national reform, and it should be a matter of rejoicing amongst us to see in what prominence the Prime Minister in his recent speech at Manchester placed Housing.

It is my opinion, and it always has been, that the cost of food and wages and the price of the bare necessities of life will ultimately adjust themselves to the value of labour and material that will have to be expended on the erection of a working man's house, and that as a basis of reconstruction it must be within the competency of every working man to live in a house, which in regard to its surroundings, accommodation, and appearance can admittedly be described as a home. The national conscience is alive to this, and this is the foundation upon which all other reforms in social reconstruction must be built.

Now with regard to constructive measures to meet this national reform. I for my part consider that the Local Government Board, who are responsible for the housing conditions of the working classes throughout the country, have put forward a scheme for meeting the difficulty which is reasonable, practical, and progressive, in so far as it is likely to meet with general acceptance and be adopted. If in the eyes of this Institute it has shortcomings, they are concerned with the Town Planning issues that are involved. Although it is laid down that Housing Schemes should be prepared on Town Planning lines, this is not quite the same thing as making it a condition that they must form part of a Town Planning Scheme. We are particularly interested in seeing that Housing Schemes fit in with the requirements of the comprehensive town plan, and there is some danger that in certain cases houses will be wrongly placed.

During our recent discussions we have devoted a good deal of our time to considering in what way Town Planning by Act of Parliament could be remedied in order to put some impetus into Schemes, experience having proved that the Act as it stands is a very slow-going machine. Our late President, with his unique experience and legal knowledge, has rendered very valuable assistance to this Institute in drafting some short cuts in procedure, and generally in showing us how we might dispense with a great many unnecessary wheels. But apart from the complexities of its administration, much of the delay has no doubt been due to the exacting new duties that have been laid on the shoulders of the officials of Local Authorities as a result of this protracted and terrible war. Much is also no doubt due to the absence at the front of the official staff. But still this does not explain

how, out of several thousand Local Authorities, after a period of nine years, only a few hundred have made application to prepare a scheme.

I am inclined to think that the delay must generally be ascribed to the unimaginative outlook of the average Local Authority, to their fear of incurring expense in regard to matters that appear to them somewhat hazy, and to a real ignorance of what Town Planning entails and means. Our propagandist associations have done much in the way of disseminating a knowledge of the subject; their work should be accelerated, for, far from having completed their work, a real commencement has only been begun.

There is a crying need for a better and amended Town Planning Act; with such a measure the propagandist would have a better chance of spurring the delinquent Authority on. In view of the changed conditions of the times, and the general attitude of the public towards disciplinary legislation, I am not at all disinclined to think that some measure of compulsion might not be a bad thing. Perhaps there might be set a period of ten years, by the end of which period every local Authority should have its Town Plan. I think that any such form of compulsion should carry with it an offer to be relieved of much of the responsibility by the Central Authority, and that compulsion should only have reference to a limitation in time. To my mind, in view of the universal ignorance of the subject that prevails, not only amongst laymen, but also amongst officials, such a time limit ought not to be a day less than ten years, and it might be fifteen; but it is an incontrovertible truth that every inch of undeveloped England ought to be planned. What I take the strongest objection to, and it is a position upon which I shall take the firmest stand, is the adoption of that form of compulsion which, in order to evade any exercise of the imagination, lengthy discussion, persuasion with owners, and all the difficulties of negotiation upon which a really good Town Plan must necessarily depend; which in order to evade these things practically converts Town Planning into the compulsory adoption of a few new by-laws with reference to building developments. There are those who hold that so long as a Housing scheme is laid out with a limited number of houses to the acre, and perhaps a minimum set-back between the houses, that so far as embodying the principles of Town Planning it is not necessary that anything more be done. My reply to all such propositions is, that this is not Town Planning at all, it is merely a wise provision for securing open space without any consideration as to where streets and open spaces should be provided and buildings stand.

This is not an occasion to go into the question of the extent of the area that should be dealt with, nor in what way it should be made to fit in with a development plan for the whole country; but, as I have already hinted, unless housing schemes form parts of Town Planning schemes, mistakes will certainly be made; and as a corollary, it is just as true that the Town Plan should dovetail with the district Development Plan. Without doubt many Town Planning schemes could be prepared without reference to or fear of contravening the Development Plan of, say, the area of three counties, and many Housing schemes can be placed on perfectly good sites that under no conceivable circumstance can prove obstructive to the wider interests of a Town Plan; but on the other hand, with a universal acceptance of such a watertight and parochial policy, mistakes of incalculable consequence are in many important cases sure to be made.

I think that the Government should move in the matter of a Development Plan for the whole of England, but it is perfectly obvious that before this could be regarded as a responsible undertaking the question of administrative areas would have to be decided upon. There is no reason, however, why a scheme, possibly

in the irresponsible form of a report, should not at once be prepared, say, on the lines of the report of the Traffic Branch of the Board of Trade, which was so admirably done by Col. Hellard.

Now I propose to support this by no means original suggestion for making a Development Plan for the whole of England by reference to the recommendations of Government Commissions and Committees that have recently reported on matters pertaining to reconstruction. But before doing so, and before leaving this question of the relation of Housing to Town Planning, I must say that, so far as available evidence discloses the attitude of the Government, the question of scientifically locating the three hundred thousand houses which it is proposed should be built, is being seriously evaded. It is a neglect, the consequences of which will appear more and more obvious as sites for the last hundred thousand houses come to be found. I understand that the Garden Cities Association is considering the question of founding new garden cities to be situated in suitable areas in different parts of the country. This is at any rate an indication that I am not alone in feeling that entirely new towns should in certain cases be founded, as well as extensions and enlargements to existing ones. I am sure we shall all be interested in the work of the Garden Cities Association in this direction.

And here I would like to say that I hope the Government will not confine their efforts to encourage house building to the one instrument, "the Local Authority." Solid encouragement will surely be given to those genuine Public Utility Societies who up to now have certainly led the way. I believe this will be done.

For the purpose of finding out in what way the great problem of reconstruction is being considered in its relation to the making of a national Development Plan, and in what way the reports of the numerous committees that are at work are related to one another, I have studied and scrutinized the references, and in cases where they are available, the reports themselves, of some eighty-seven Government appointed Commissions and Committees that have been considering the question of reconstruction. The reports of many of these Committees and Commissions have not yet been published, and others are confidential; but of those that I have seen, I note that in the main their feelings relate more to the solution of questions that generally may be regarded as administrative and political rather than to the technical aspect of actual work to be done.

From our point of view it is a little regrettable that out of these eighty-seven Committees, whose references include such subsidiary and diverse questions as "Dentists Act" and "Irish Peat," none are concerned with such important problems as "Regional Planning," or the distribution, relation, and structural development of towns. There are, of course, the four Committees that have been set up by the Local Government Board whose reference is "Housing," and in a secondary way they no doubt touch the question of Town Planning, as indeed do other committees, such, for instance, as those concerned in the improvement of the village, trade development, and power distribution. But all these seem to me to want dovetailing together by means of a development plan.

(To be concluded.)

THE RENTS ACT AND MUNICIPAL HOUSING

BY THOMAS F. CHATTERIS

We print the following article because it raises a point of some interest, though we do not endorse the proposals contained in it exactly as they stand. Readers are reminded that the Hunter Committee on the Increase of Rent Act is about to issue its report.

SIX months after the war the War Rent Restrictions Act of 1915 is due to expire. The law of supply and demand will then be loosed upon us once more ; and the rents of small houses will leap upwards with a jump. How high they may go it is impossible to predict. While the house famine continues they may reach extraordinary figures. When a normal equilibrium is regained, the general level of rents, at any rate in growing urban districts, will tend to be about equivalent to the economic rental of the new houses then being built. Accepting the usual estimates of the future cost of building, therefore, we must look for a widespread rise in rents of anything from 45 per cent. to 100 per cent. Without taking account of any increase in rates or in the cost of repairs, this means that a typical 8s. house or tenement will rise to 12s. or even 16s. per week.

It is a serious matter, because the Rent Act affects between seven and eight million houses in the United Kingdom, with a rental value of at least £80,000,000 a year. The rents of the majority of these will rise, on the removal of war restrictions, to the new economic level. Thus the working classes of this country will have an enormous private tax placed upon them at a time when, owing to industrial disorganization, they will be least able to cope with it. Property owners, on the other hand, who have already benefited during the war by abnormally full letting and the "postponement" of repairs, will receive a present of tens of millions of extra annual income in perpetuity.

Labour organizations, foreseeing this development, are demanding an indefinite extension of the Rent Act. This involves consequences which are not always clearly understood. Rents cannot be permanently fixed at the pre-war level, unless the State is prepared for the future to undertake the whole business of building and re-building. Even so, unless subsidies from the national exchequer are to be large and perpetual, gross inequalities will exist between the rents of new and old houses. This will be unjust to those tenants who have to make the same rate of wages cover a higher rent.

Another solution, referred to some months ago by Capt. Reiss, is that the increment of rent should be treated as a species of excess profits, and heavily taxed. Most people will agree that if the tenants have got to pay this extra forty or more millions a year, it ought to go to public funds and not into the pockets of a small group of property owners. But taxation would only secure part of the excess rent for the public, and it would have the grave disadvantage of driving rents up to the rack-rent level much faster than they would rise if left alone. Moreover, the tax would be difficult to assess, especially after the first year or two, and expensive to collect.

Why should we not anticipate the natural development of the next twenty years, and take the opportunity of going in for municipal ownership on a large scale ?

Let the Act of 1915 be extended for five or ten years. Let the local housing authorities be given powers to acquire, during that period, any of the small houses within their areas, at a valuation based on the "standard rent" as defined in the Act—usually the rental in August, 1914—paying the purchase price in their own municipal stock, secured on the properties. Let the mortgagees of these properties—and, while we are about it, the ground landlords also—be bought out by the same means. Let the amount of stock issued to each person be so calculated as to provide him with the same net income as he was reasonably expecting to derive from his interest in 1914. And let suitable arbitration courts be set up to make all necessary adjustments for loss from empties, short period leases, starved repairs, and other special circumstances.

Exceptions might be made in the case of occupying owners, building societies, and public utility societies. Here, instead of the right of compulsory purchase within a stated period, the municipality should be given the option of purchase (on the 1914 valuation) whenever the occupier moves or sells his interest, or the mortgagee forecloses, or the society wishes to dispose of its property or is dissolved.

The proposed transaction is huge but simple, and has many practical advantages. The owner remains as well off as he was in 1914, save for the universal depreciation in values. The municipalities acquire property of rising value. However large the purchases they undertake, all will be on a thoroughly sound financial basis—the assets acquired will always exceed the debt created. The tenants will be protected from a sudden rise in rents.

A progressive municipality would be inclined to exercise its powers to the full, and in some cases the transfer of properties might be very large. But even a partial application would enable the municipality to exercise a determining influence upon local rents. The rents of old and new houses could be progressively equalized, the surplus on the former being used to cover the loss on the latter. The general average could be brought up to the economic level by gradual rises of a few pence each year, and the revenue so obtained could be used for the improvement of the houses, and the reconstruction of congested parts of the town, as well as to meet the loss incurred in the erection of new houses. In many towns the replanning of the older parts is urgently necessary, both for health reasons and for the attainment of industrial efficiency. All such works would be greatly facilitated by the municipal ownership of a large part of the house property in towns. Indeed, without such ownership, radical reconstruction is impossible.

For these reasons, as well as in the immediate interests of the tenants of small houses, the unique character of the present opening ought to be pressed upon the attention of municipalities and the Government.

FURNITURE AND THE HOME

By W. E. SINGLETON

AMONG the forces which contribute to the stability of human society few are more powerful than the home. To have a home of one's own is the ambition of the young. To keep an old home together is an object considered worthy of the utmost endeavour.

What are the essentials of a home? Not a dwelling held in fee simple or for a long lease: most homes are in houses held on weekly tenancies. Not a lengthy residence on one spot: a home can be moved from one place to another. Not living in proximity to relatives, for life in an hotel with relatives is not home life. The essential basis for a home is the ownership and use of furniture including for those to whom they appeal, books, pictures and ornaments. The poor, indeed, who are concerned with essentials refer to these objects as "the home." Making a home means getting furniture together. Parting with the home means selling or pledging the furniture, and there are few events which occasion more poignant grief.

The Increase of Rent and Mortgage Interest (War Restrictions) Act, 1915, was, no doubt, intended to protect the home. Rents of small dwelling-houses cannot be increased until six months after the war. But the Act does not apply to a dwelling-house let at a rent which includes payments in respect of board, attendance, or use of furniture. If the Act is continued the effect of this provision will either be to prevent the setting up of homes or to make the Act inoperative. So difficult is it to foretell the ultimate effect of legislation.

Already it is being found that while small unfurnished tenements are almost impossible to discover, furnished houses and flats are to be obtained at exorbitant rents. Some landlords are going a stage further and letting partly furnished tenements at extraordinary rents. The next step will be to let at an inflated rent a dwelling with one table and two chairs only. The tenant will then be at liberty, it is true, to provide his own furniture round which the sentiment of the home may gather, but the Act will cease to have any effect.

In the present circumstances what is to be expected of well disposed landlords with regard to the letting of furnished houses or flats? What should be the attitude of directors of companies or societies where the capital is subscribed at a fixed rate of dividend with the object, not so much of financial gain, as of promoting better housing conditions?

The directors of such societies will not have much difficulty in deciding that the evasion of the 1915 Act, by the letting of furniture with dwellings, would not be approved by their shareholders. It would cast discredit on the housing movement and the individuals connected with it, and give rise to the conviction that the new landlordism is no better than the old.

The temptation to exploit the ownership of houses by letting them furnished might, however, be put in a more insidious form. The furniture generally manufactured for small houses is atrocious, it is badly designed and badly made. The back of a chest of drawers would often be a disgrace to an orange box. Bedsteads are constructed with tubing so thin as to crumple up with slightly more than the anticipated weight. Would it not be well (someone may urge) to take advantage of the present emergency by attempting to popularize a taste for simpler and better made furniture? The propaganda of the arts and crafts societies does not reach the people. But if, as dwellings become vacant, housing societies were to let them with

furniture, designed by artists and made by craftsmen, and under conditions that prevented any modifications or additions being made, the tenants would become accustomed to something better in the way of furniture than if they were left to select it themselves. The standard of taste thus created would be accepted by friends and neighbours, a demand for furniture of the approved type would arise, and the workers might be able to obtain, what they cannot obtain now, furniture both comely and honest.

A proposal thus supported requires more consideration than profiteering by a barefaced evasion of an Act of Parliament. But, to start with, there is no fixed criterion of good taste. It is not enough to say that a thing must be well made and suitable for its purpose. A venetian blind, for instance, will last for years without attention, and has many other points of superiority over roller blinds or curtains. But the venetian blind fashion is forty years out of date, and it is with a feeling of pity for the tenants that one observes a venetian blind of uniform type in every window, on an estate of houses erected by a local authority some years ago. Nor has the dislike for venetian blinds been stayed by the preference shown for them by a borough council. But more important than this is the impossibility of developing the sentiment of the home among furniture belonging to others and from which the tenant can be turned away at a week's or perhaps somewhat longer notice. The encouragement of the home sentiment is of far more importance in the difficult times with which we are threatened than that standards of taste of one class should be quickly adopted by all classes.

But this is not the only occasion on which a landlord has to make up his mind, in these times of shortage of houses, whether to be a friend or an enemy of the sentiment of the home. The question often arises in a more difficult form on an application by a tenant for consent to sub-let a house or flat furnished.

It has frequently happened during the war that a home has been temporarily given up. The husband has joined the forces perhaps, the wife has gone to live with her relatives, and the house has, with the consent of the landlord, been let furnished. It is soon discovered that the furnished house is a source of profit, and the tenant may desire to retain it as such, even though any intention to return has been abandoned. Here, it is submitted, is an occasion for compromise between a desire to treat a patriotic tenant generously, and the desire not to prevent a new tenant establishing a home. The tenancy might well be continued until the end of the three year term, say, for which many houses are let in the first instance, but not continued as a yearly tenancy afterwards.

An easier case for a landlord to deal with is where a wealthy bachelor seeks to retain as an investment the abode he leaves on marriage by letting it furnished. To him little consideration should be shown. The earliest opportunity should be taken to regain possession of the premises.

The country now needs more homes, not life in furnished apartments, hotels, hostels, clubs, boarding-houses or furnished houses. The home sentiment is the foundation of the British character, and the future is to be secured by more British homes.

THE STIMULATION OF SOCIAL ACTIVITIES IN CONNECTION WITH PUBLIC UTILITY SOCIETIES

A NOTE ON THE METHODS EMPLOYED ON CO-PARTNERSHIP ESTATES

BY HENRY VIVIAN

THE importance of making suitable provision for the stimulation of social activity is recognized by most people who have had any considerable experience in developing housing estates on modern lines. Man does not live by bread alone, and those who succeed in directing into healthy channels the very natural demand for recreation, by the provision of suitable facilities, are making a real contribution to the good of the community. Normal human beings will never be satisfied with having their efforts to enjoy themselves and to contribute to each others' enjoyment restricted in directions which may be thought harmful, unless adequate and indeed abundant facilities are given for the expression of the same instinct in ways which it is agreed would be more beneficial.

A right appreciation of human nature in all its varieties is essential to an understanding of this question, and the truth of the saying that what is one man's meat is another's poison, must be borne in mind. The wise course to pursue, I think, is not to come to the problem with fixed, far-reaching schemes, to be carried out by their originators, but to give encouragement to the residents themselves to develop self-organization.

Of course, where property of considerable value is involved, those responsible must keep their hand on the lever—certainly until a reliable foundation of capacity for self-organization and a sense of responsibility has grown up; but within this limit, the more the residents can be made responsible for organizing their social life, the better. Groups will be formed in this way along lines which satisfy the varying tastes. One thing those controlling the estate should secure in this connection is that minorities should have reasonable facilities as well as majorities. Majorities have no right to act like the coster in one of *Punch's* cartoons, who dragged his poor wife and crying babies out for a drive on a bank holiday against their will, and, in answer to the wife's protests, said "I've brought you out to enjoy yourself, and you'll bloomin' well have to!" Many people do not want to be organized into a great crowd: they want reasonable rest and quiet. True freedom is not secured unless individuality gets its chance as well as organized effort.

It is important in this connection to bear in mind that the residents are of different ages, and that the problem wants thinking out accordingly. Certainly one of the most difficult tasks is to organize the leisure of our children satisfactorily, and we have not done it to our satisfaction on all our estates. Children, as a rule, like to make a noise and to pull things about. It is no use saying they must not do these things—they will. The business of the adults is to find a place where the children can

make a noise without being a nuisance, and to give them things to pull about without injuring property. I think the Ealing Tenants Ltd. have achieved the best results in this connection, largely because the Institute and Recreation grounds are favourably situated to enable it to be done.

It is essential, if a satisfactory social life is to exist on such estates, that there should be (1) a suitable club building or institute ; and (2) open spaces for play and sports. On all the larger estates in which Co-partnership Tenants Ltd. is interested we have these facilities.

Our pioneer estate at Ealing has set a very good example in this respect. Its



The Brentham Institute, Ealing

institute is a very fine one, with accommodation for meetings, concerts, billiards, reading, etc., and it has a special room set aside for ladies. Its recreation ground provides for cricket, tennis, bowls, etc., with a special area for the children. At Hampstead we have our club and several open spaces, affording opportunity for similar outdoor games, and provision in the future for cricket, football, and the sports requiring greater space.

Harborne, Liverpool and the other estates follow on substantially the same lines.

It is difficult to lay down any hard and fast rule as to the shape the organization should take for dealing with this side of the work, except to say that in one way or another an effort should be made to develop enthusiasm for the different aspects of the work amongst the residents themselves, so that it is more and more done by them, and less and less for them. Experience alone will determine how this ideal can best be achieved. It depends so much on the right persons coming forward. At Ealing we have tried many plans during the past seventeen years, and have now arrived at the following method :

A Society, called the Brentham Club and Institute Ltd., has been registered under the Industrial and Provident Societies Act to undertake the social work. The rules provide that the Society shall consist of all persons whose names are appended to

the rules, and of all such other investors in, or residents on, the estate of Ealing Tenants Ltd., as the Committee may admit.

A minor not under the age of 16 years may be admitted as a member, but may not be a member of the Committee, or officer of the Society. Shares are of the nominal value of 5s. and are transferable only. The business of the Society is conducted by a committee consisting of eight members and a chairman, and the Ealing Tenants Ltd. has the right to appoint the chairman of the Society for so long as it may consider such a course financially necessary.

The Committee frames bye-laws for the regulation of the Society's activities, and



The Children's Recreation Field, Ealing

as it is under the bye-law-making power that the Committee deals with many of the activities, I think I cannot do better than give the gist of some of the more important bye-laws made.

These provide that the Society's activities shall be strictly non-political : gambling, betting, bad language are prohibited, and alcoholic liquors are not to be provided or consumed on any of the Society's premises.

Members of the Brentham Institute shall consist of :

(a) Ordinary Members. (b) Honorary Members. (c) Junior Members.

Class 1 from 12 years onwards ; Class 2 from 7 years to 11 years, inclusive.

Junior members shall not be eligible for committees or take part in elections or general meetings of the Institute.

No person, other than a shareholder in Brentham Club and Institute Ltd. shall be eligible for admission as an ordinary member.

The children of all investors in or residents on the Estate of Ealing Tenants Ltd. shall be eligible for admission as junior members.

A junior member, who elects to become an ordinary member on reaching his sixteenth birthday, shall automatically cease to participate in the activities of

the junior section, otherwise than at the invitation of the Junior section sub-committee.

Junior members are only allowed on such parts of the premises, and at such times, as may be authorized by the Junior section sub-committee.

All members of visiting teams playing matches shall be admitted as honorary members, and shall be supplied with honorary members' tickets upon their names being forwarded to the Society's committee for registration.

Other honorary members may be, from time to time, admitted with or without entrance fee, by resolution of the Society's committee.

Shareholders in Brentham Club and Institute Ltd., who are not members of the Institute, and who wish to participate in any of the Society's outdoor activities, may do so on paying a registration fee of 5s.

All investors in or residents on the Estate of Ealing Tenants Ltd. shall have the free use of the Recreation Grounds, but shall not participate in any of the activities otherwise than in accordance with these bye-laws.

The Committee of Brentham Club and Institute Ltd. shall be the final authority on all matters connected with the management of any of its activities, and shall decide what sub-committees or sections are necessary for the proper control of the various activities.

All sub-committees shall be subject to the approval of the Society's committee.

To this Society the administration of the Institute and recreation grounds and, lately, the allotment ground, has been transferred. It will be seen that in effect self-government or home rule has been granted to the residents on the estate in regard to these matters. Up to now this has proved satisfactory. It is only right to say that the success is largely due to men having come forward to administer the Society who have a keen sense of responsibility and who recognize that the Board of Management, representing the shareholders, is not a philanthropic body with unlimited funds. Unless men of this stamp are secured for the work, friction is likely to arise. People too often think that, because a Society is in a large way and is meeting its obligations, it ought not to be business-like in such matters; the truth being that unless it were business-like in all its activities, the Society would never have become large or met its obligations, and, further, the obligations are proportioned to its size.

I think if a comparison is made it will be found that on these estates our residents are able to get facilities for social and recreative life on much more favourable terms than are possible elsewhere, and, taken all round, this is very much appreciated by the residents. It is advisable to have patience in this work, and to let organization shape itself to some extent according to circumstances and the supply of men and women willing to organize the different activities.

NOTE.—*Ealing Tenants Ltd. was formed in the summer of 1901 by some of the working members of the General Builders Ltd., for the purpose of buying land and building houses for themselves. A start was made in the autumn of that year by building nine houses. The society steadily grew, and in 1904 began to be influenced by the garden city movement. Its growth gained impetus from the new movement, with the result that it developed into the first garden suburb. Its social activities have since become characteristic of such schemes.*

WHAT IS BEING DONE

(1) *By the Government.*

THE Local Government Board announce that the administration of the Government Housing Scheme will be entrusted to a Chief Commissioner in London and eight District Commissioners of Housing throughout England and Wales. These will be men of wide knowledge and experience of housing, and they will have important discretionary powers, as well as adequate technical staffs at their disposal. The Commissioners are now being appointed. Sir James Carmichael, K.B.E., has been appointed Director-General of Housing.

A Manual will shortly be issued by the Local Government Board for use by local authorities and others as a guide to them on how to proceed with the proposed schemes. Practically all the essential house fittings are being standardized, including doors, windows, kitchen ranges, baths, bolts, locks, door handles, and general fittings, designs of which have been prepared and samples chosen. The Ministry of Munitions will place orders for these standard fittings, and, where practicable, existing munition factories and works will be used to produce them, to provide employment for as many munition workers as possible. A proposal is under consideration for the holding of a trades exhibition for the firms concerned in the erection, equipment and furnishing of cottages.

The Board, acting in conjunction with the London County Council, are making arrangements for the erection in London of a village of model houses. Each house will be a complete model for the guidance of local authorities throughout the country, both as regards architecture, style, and internal arrangements. The houses will be erected from the plans which won the premiums in the recent competition instituted by the Royal Institute of British Architects.

The general policy adopted by the Board will be on parallel lines to the Tudor-Walters Report, and to the suggestions put forward by the National Housing and Town Planning Council. An important decision is that housing schemes will be approved by stages, and thus save a great amount of unnecessary work. The first stage will be concerned with the purchase of the land, the second with the layout of the site, the third with the designs and types of houses to be erected. It is reported that relief will be given for a period of years in respect of rates on new houses built under a certain value.

The Board propose to issue Progress Reports to the public, giving particulars of the housing schemes submitted and the stages they are in.

Dr. Addison has stated (*Daily Mail*, February 5th, 1919) that "sympathetic consideration may be given to schemes of public utility societies which are not strictly 'working-class,' so that middle-class needs may receive prompt attention." The new circular letter to local authorities, giving the revised financial terms, is printed in full on pp. 57-60.

(2) *By Local Authorities.*

The Birmingham City Council have set aside a small site for the erection of model cottages that will be a guide to them in the future. Architects are to be invited to send in competitive plans for these houses, each of which is to have three bedrooms and three rooms downstairs, with a bathroom, preferably upstairs. The competing architects will be permitted to exercise their own judgment as to the number of houses they will allow to the acre of land. (*Birmingham Post*, January 18, 1919).

Cleethorpes Council have adopted a scheme to build 200 houses at an estimated cost of £675 each. Seventeen acres of land are to be acquired and the houses built twelve to the acre. At a rental of 8s. weekly the Housing Committee estimated an annual loss upon the scheme of £5,681. (*Sheffield Telegraph*, January 18, 1919).

The Rotherham Corporation have set up a special housing department to prepare and carry out schemes for about 3,000 houses. The head of the department has been appointed at a salary of £500 per annum, together with a surveyor and two architectural assistants at salaries of £250 a year each (*Sheffield Telegraph*, January 18, 1919).

The Corporation of Grimsby have adopted a scheme for building 400 houses at a cost of from £420 to £440 each, the entire outlay being estimated at £172,000. It is proposed to charge a rental of 7s. 6d., plus rates, which will entail a loss of £11 3s. per house.—*Municipal Journal*, January 17th, 1919.

The Salford Corporation have decided to purchase a plot of 70 acres of land within the borough for a housing scheme at a cost of £400 per acre.—*Manchester Evening News*, January 15th, 1919.

The Redditch Urban District Council are proposing to make their own bricks for their housing schemes out of marl and clay in the possession of the Council. It is estimated that the Council can produce them at about £2 a thousand, as compared with about £4 10s. at which they could be purchased. The Local Government Board is being asked for permission.—*Birmingham Post*, January 21st, 1919.

The Hemsworth Rural District Council have decided upon the erection of 3,240 houses. Sites have been provisionally purchased at prices ranging between £100 and £240 an acre. A farm at Barnsley of 40 acres has already been purchased for £2,000.—*Yorkshire Post*, January 23rd, 1919.

Mansfield Woodhouse Urban District Council have decided to erect a minimum of 100 semi-detached houses, ten to the acre.—*Nottingham Guardian*, January 3rd, 1919.

Walsall Rural District Council have decided to advertise for sites for housing purposes.—*Wolverhampton Chronicle*, January 8th, 1919.

Ebbw Vale Council have offered £5,000 to the Duke of Beaufort for a site for a housing scheme for which the Duke asks £22,500.—*South Wales Echo*, Jan. 30th, 1919.

The Bridgend Council have adopted a scheme for building 150 houses in the town, ten to the acre, with a recreation ground. The cost per house is estimated at £500, the rent to be 8s. a week, which is expected to entail a net loss of £4,000.—*South Wales Echo*, January 29th, 1919.

The Chester-le-Street Urban Council are purchasing forty acres of land for £4,000, and propose to erect 600 houses.—*Yorkshire Post*, January 2nd, 1919.

Rothwell Urban District Council have been offered a free site of thirty acres by Messrs. J. and J. Charlesmore, Ltd., for housing, on condition that the firm is given the first refusal of fifty per cent. of the houses for their own workpeople. The Council have agreed to let the Company have first call on the houses for twenty-one years on certain conditions. The Council propose to proceed with a scheme, of which the above will form a part, for 302 houses on forty acres, with an addition of five acres for shops and better-class houses, and a further five acres for open spaces.—*Leeds Mercury*, January 29th, 1919.

The Public Health Committee of the Bradford Corporation, after consultation with the Local Government Board, are recommending the adoption of six housing schemes at a total estimated cost of £334,730.—*Yorkshire Observer*, February 4th, 1919.

The Selby Urban District Council have decided to purchase for its housing scheme

18 acres of land at 1s. 9d. per square yard ; $10\frac{1}{2}$ acres at 1s. 1½d. per square yard ; and 10 acres at 9d. per square yard.—*Hull Daily Mail*, February 1st, 1919.

The Leeds Corporation Development Committee have passed a resolution expressing the opinion that it is necessary to build 400 houses for the working classes as early as possible, and requesting the Finance Committee to apply for sanction to borrow the sum of £250,000 required during the ensuing twelve months in connection with the acquisition of land and building operations.—*Leeds Mercury*, Feb. 3rd, 1919.

The Public Health Committee of the Manchester City Council propose to develop the Blackley Estate, and to arrange that a tenth of the number of houses erected have two bedrooms. They suggest, further, that in all plans for housing schemes the height of rooms on the ground floor should be $8\frac{1}{2}$ feet and on the upper floors 8 feet, bathrooms to be on the upper floors. Provision is also made for the erection of a few larger houses suitable for medical men and others, for shops, and for an hotel. The Finance Committee of the Corporation report that a housing scheme on the Temple Estate, Cheetham, approved in 1914 at a cost of £30,376, is now estimated to cost £45,405 ; and that the annual deficiency originally estimated at £368 is now estimated at £3,747, although the rents have been raised from 6s. to 8s. 6d., and from 6s. 7d. to 10s. Another scheme for the erection of 42 furnished houses in Tebutt Street, Rochdale Road, approved in 1914 at a cost of £2,853 for land and £6,120 for buildings, will now cost a further sum of £8,701 ; the deficiency being increased from £55 8s. to £693.—*Manchester Guardian*, February 3rd, 1919.

The Health Committee of the York City Council have recommended that application be made for sanction to a loan for £133,295 for the erection of 238 houses, and the necessary works in connection therewith. The estimates cost is based upon present cost, being 100 per cent. in excess of pre-war cost, which, with rents at the pre-war figure, will show an annual deficit of £3,767. The Committee recommend the Council to support the resolution passed at the recent Birmingham Conference, that the whole of the annual deficit on municipal housing schemes should be borne by the State. They do this without prejudice to the action for building 238 houses on the Government's present terms. A further 300 houses are to be arranged for in the near future.—*Yorkshire Herald*, January 30th, 1919.

The Edinburgh Town Council are proposing to buy 50 acres on the Gorgie Estate at a price of £250 per acre. It is proposed to erect two-storey flatted villas, with a density of fourteen houses to the acre —*Edinburgh Evening Despatch*, Jan. 30th, 1919.

The Newark Town Council are purchasing land for a first instalment of 100 houses at the rate of £550 per acre from the Duke of Newcastle.—*Nottingham Guardian*, January 28th, 1919.

The Ripon City Council have agreed to make application for sanction to borrow the sum of £1,500 for thirteen acres of land situated to the south of the city for a housing scheme of 130 houses. The houses are to be semi-detached, each having its own garden, and provision is to be made for a tennis-court, and three playgrounds for children. The houses will contain six rooms and a bathroom, and be let at £15 per annum.—*Yorkshire Observer*, January 29th, 1919.

The Loughborough Town Council intend to build 130 houses on $13\frac{1}{2}$ acres of land in the town for which they have been asked to pay £3,750.—*Nottingham Guardian*, February 6th, 1919.

The Pontefract Town Council propose to build 124 workmen's dwellings at the rate of twelve to the acre. The estimated cost of construction is 130 per cent. over pre-war cost. A town-planning scheme is to be prepared.—*Sheffield Telegraph*, February 7th, 1919.

THE NEW TERMS TO LOCAL AUTHORITIES

THE Local Government Board have addressed the following circular letter to the Clerks of the Local Authorities throughout England and Wales, under the date of February 6th, 1919. It contains the new terms of financial assistance, varying the terms set out in the circular letter of March 18th, 1918. Under the old terms any difference between the cost of the houses and their letting value was to be borne, 75 per cent. by the Treasury and 25 per cent. by the local authority. This left the local authorities in a state of uncertainty as to the financial liability they might ultimately have to bear. Now each local authority knows definitely that whatever the extra cost of a housing scheme may be, because of the high wages and cost of material now ruling, the burden on the local rates will be definitely limited to the produce of a penny rate.

The paragraphs in italics are extracted from a comment on the proposals made by Dr. Addison, President of the Local Government Board, reported in the *Times*, February 8th, 1919.

1. I am directed by the President of the Local Government Board to inform you that His Majesty's Government have reconsidered the terms of financial assistance previously promised to Local Authorities in connection with the provision of houses for the working classes at the present time. The Government desire that the partnership between the State and the Local Authorities should be such as to secure the rapid erection of the large number of houses needed to make good the existing shortage, and they believe that under the terms now proposed they will be able to rely upon the active support and energetic co-operation of the Local Authorities as a whole.

2. The Municipal Corporations Association and a number of individual Local Authorities in the representations which they have addressed to the Government in regard to the previous scheme have referred to the element of uncertainty as to the burden which might have to be borne by Local Authorities, and have pressed for a declaration that in no case should the annual burden falling on the Local Authority exceed the produce of a rate of one penny in the £.

3. His Majesty's Government have been desirous of meeting these representations as far as practicable, and they have now approved the adoption of a scheme under which the burden on Local Authorities would be limited as nearly as possible to the amount suggested. Parliamentary approval for these proposals will be obtained at the earliest practicable date.

4. In accordance with the revised scheme the terms set out in the paragraphs numbered 2 and 3 of the Circular Letter of the 18th March, 1918, will be superseded by the following terms:—

(a) The housing schemes of Local Authorities to which the State will be prepared to grant financial assistance, if they are submitted to the Local Government Board within twelve months from this date and carried out within a period of two years from this date, or within such further period as may be approved by the Local Government Board, are:—

(1) Schemes carried out by Local Authorities under Part III. of the Housing of the Working Classes Act, 1890, for any area for which the Local Government Board are satisfied that it is desirable that houses for the working classes should be provided.

(2) Rehousing schemes in connection with Improvement and Reconstruction schemes under Parts I. and II. of the Housing of the Working Classes Act, 1890, except that no part of the cost of acquiring and clearing a site would be made the subject of financial assistance if either (a) the site had been acquired or cleared before the date of this letter, or (b) the needs of the district could, in the opinion of the Local Government Board, be adequately met by means of a scheme under Part III.

[Hitherto, because new housing was the crying need, the Government have not promised any financial assistance in dealing with slum areas. Now, however, exactly the same assistance will be given for any losses incurred by local authorities in any new schemes for the clearance and improvement of insanitary areas, where the Local Government Board are satisfied that the requirements cannot be met simply by the provision of new houses on a new site.]

(b) The full cost of a scheme will in the first instance be met out of a loan or loans raised by the Local Authority, and it is particularly desired by the Treasury that Authorities should raise such

loans in the open market wherever it is possible for them to do so. As the financial assistance to be granted from Public Funds for housing schemes will take the form of a subsidy as explained below, and as it is important to secure that the whole of the State assistance may be given under one head, any loans granted from the Local Loans Fund for the purpose of assisted schemes will not be made at the preferential rates ordinarily allowed for housing loans, but at a rate fixed by the Treasury so as to correspond with the full current market rate of interest.

[The Government is still, and must continue to be for some time, a big borrower on its own account. It is desirable, therefore, that those local authorities who can borrow for themselves should do so, especially because they can to some extent tap resources not reached by the State, and in some cases can actually borrow more cheaply than the Government. The smaller authorities, however, who cannot command a market of their own will be able to borrow from the Government from the Local Loans Fund. Before the war loans were granted from this fund on specially favourable terms for housing. In future these loans will be on the ordinary terms, but the local authorities will not lose by this, because, as already explained, the Government will make good any loss on a housing scheme beyond a penny rate.]

(c) In respect of any housing scheme or series of housing schemes carried out by a Local Authority within the period referred to above, Parliament will be asked to vote financial assistance calculated on a basis estimated to relieve the Local Authority of the burden of any annual deficit in so far as it exceeds the produce of a rate of a penny in the £ on the area chargeable, but there will be no contribution towards the cost where the annual excess of expenditure over income would not exceed that amount.

(d) In order to avoid delay in the commencement of schemes, the settlement of the actual amount of the State subsidy will be deferred until after the houses have been built and let, but payments on account will, if necessary, be made on provisional estimates of income and expenditure approved by the Board.

(e) When the houses have been built and let the amount of the subsidy to be paid thereafter during a transitional period ending 31st March, 1927, will be settled on a basis of a revised balance-sheet showing the *actual* expenditure incurred and the *actual* rents obtained. The interest charged on loans will be taken at the amounts actually to be paid if the loans are raised from the Local Loans Fund or other outside sources. Where the money is provided from accumulated funds in the hands of the Local Authority interest will be calculated at the rate in force for loans for assisted housing schemes from the Local Loans Fund (unless the Local Authority is also borrowing from other outside sources in respect of its scheme, in which case interest should be charged on advances from accumulated funds at the rate paid for the loans from such other outside sources). Where there is found to be a deficit in excess of the produce of a rate of a penny in the £, the rate of annual contribution so determined will hold good for the remainder of the transitional period.

In making this interim adjustment the Local Government Board will reserve the right of reducing the amount of the subsidy in any case in which there is evidence of failure on the part of the Local Authority to secure due economy in the erection or management of the houses, or that the best rents obtainable are not in fact being obtained.

(f) At the end of the transitional period the whole position will be reviewed in the light of the actual working of the scheme during that period, and the annual amount thereafter to be provided out of public funds will be adjusted as follows. The amount of the estimated annual expenditure will be compared anew with the amount of the estimated annual income, and if as a result of this comparison it appears that the future annual charges to be borne by the Local Authority are likely to exceed the produce of a rate of a penny in the £, the annual subsidy for the remainder of the period of the loan will be finally fixed at a sum calculated to cover this excess, subject only to such adjustment as may be required in consequence on any variation in the amount produced by a penny rate.

At the final adjustment it will be open to the Local Government Board to reduce the amount of the State contribution if there has been evidence of failure on the part of the Local Authority to exercise due economy in management or in securing the best rents obtainable. In the event of the Local Authority and the Local Government Board being unable to reach an agreement on any such question the matter will be referred for final settlement to some independent tribunal.

(g) In the case of a Rural District the produce of a rate of a penny in the £ for the purpose of the scheme will be based on the assessable value of the whole District unless very strong grounds are shown for a declaration under Section 31 of the Housing, Town Planning, etc., Act, 1909, which would impose the cost of a housing scheme on a contributory place or contributory places in the district.

5. In order to secure that Local Authorities may have advice and assistance locally available to them and to avoid delays, the President is arranging for the appointment of a certain number of Housing Commissioners whose duty it will be to consider and discuss with the Local Authorities in their areas the needs of each district in regard to housing, and to advise and assist them both in the preparation and in the execution of schemes.

Each Commissioner will have an office in his district, and his address will be communicated to each Local Authority and otherwise notified in due course for the information of all concerned. It is the desire of the President that the greatest possible use may be made in every instance of the Commissioner and his expert assistants, but he wishes to make it clear to all Local Authorities that the object of the appointment of these Commissioners is not to diminish the responsibility of the Local Authorities, but to give them assistance and advice and at the same time to relieve the Central Department of some of the detailed work in connection with the schemes.

Under the new organization it will be possible for schemes to be dealt with by stages, and thus to avoid the friction and delay which might be caused if schemes did not come before the Central Department until they have reached the final stage.

[The Housing Commissioner is not in any way to supersede, but to help, the local authorities. They will be able to call for his advice and assistance. He will act for the Local Government Board, and it is hoped that, in this way, many matters can be settled by personal talk instead of by wearisome letters which cause delay.]

6. The Local Authorities will recognize that, while the revised terms of financial assistance set out in the earlier part of this Circular are exceptionally advantageous from their point of view, they will impose a corresponding responsibility both upon the Local Authorities and upon the Central Department to secure economical construction and management.

Under the organization above described the Housing Commissioners will be working in the closest possible co-operation with the Local Authorities at all stages. At the same time the Local Government Board will expect the Local Authorities themselves to exercise effective supervision in regard to the cost of construction and the rents obtained, which should approximate as nearly as circumstances permit to the economic level.

7. In order to promote economy and to assist Local Authorities and others engaged in the provision of houses for the working classes, the President is causing certain articles used in the provision of such houses to be standardized. Local Authorities will shortly be furnished with a list and description, with dimensions, of the standardized articles, and it is contemplated that unless the circumstances are shown to be very exceptional these shall be specified and adopted in every scheme. Steps are also being taken to secure the production of large quantities of doors, window frames, and various other fittings of standardized patterns, and to secure an adequate supply of bricks suited to the needs of various localities. A further announcement on this subject will be made shortly, but in the meantime the Local Authorities need have no hesitation in proceeding with the preparation of their schemes on account of anticipated shortage of materials.

[But this does not mean that houses are to be built on one pattern. The Government are anxious to avoid any such calamity. There will be plenty of scope for individuality to suit local conditions and local materials.]

8. The Board are about to issue a Manual embodying detailed proposals in regard to the preparation and submission of schemes, suggestions as to lay-out and designs with plans, including premiated designs of the Royal Institute of British Architects and plans recommended by Sir J. Tudor Walters' Committee, and the latest information in regard to improved methods of construction and building materials and house fittings.

9. With regard to the acquisition of land, an arrangement has been made with the Board of Inland Revenue, under which the Superintending Valuers in the service of that Department will be prepared on the invitation of the Local Authority to express an opinion as to the present value of any site definitely selected by the Local Authority for housing purposes, and, if desired by the Local Authority, the Inland Revenue Valuation Office will undertake negotiations for the purchase of such sites provided that prior notice of their intention to acquire has been given to the owner by the Local Authority. This arrangement will provide for both parties the opinion of an independent authority to serve as a guide to the real value of the property in question, and it may be anticipated that the number of cases in which the parties fail to agree will thus be reduced, and the delay and expense of arbitration avoided.

10. With a view to supplementing the provision of houses by Local Authorities the Government desire to encourage Public Utility Societies to undertake building operations, and it is accordingly their intention to propose to Parliament that financial assistance should be given to such Societies carrying out housing schemes within the same period as that which will apply to Local Authorities. A Memorandum explaining the scope of the proposed assistance, and the conditions on which it will be granted, is in preparation and a copy will be forwarded for the information of the Local Authority at an early date.

[It is hoped that many employers and workmen will form such societies and in this way provide a large number of houses.]

11. I am to add that it is the intention of the Government to propose legislation during the coming Session to give further powers to Local Authorities in regard to the provision of houses for the working classes, to enable Local Authorities under the Housing Acts to assist Public Utility Societies by subscrib-

ing to their capital and otherwise, to deal with bye-laws and local Act provisions which may be found to impede desirable housing proposals, and generally to facilitate the execution of schemes.

12. In view of the pressing urgency of the housing situation, the preparation of their schemes by the Local Authorities should not be postponed until the introduction of the proposed legislation. Having regard to the terms of financial assistance now offered, the arrangements which are being made for the provision of materials, and the supply of labour which is becoming available owing to the cancellation of war contracts and the demobilization of the Forces, there should be no reason for any delay. The Government and the Country are looking to the Local Authorities to start at once upon the housing schemes which are rightly regarded as forming one of the most urgent and essential parts of the whole programme of Reconstruction.

[Some of our proposals will require legislation. A Bill will be introduced at an early stage, and will be pressed forward promptly. But there is no need for local authorities or for public utility societies or those who wish to form them, to wait for legislation. The existing powers are sufficient for immediate action ; the new legislation will facilitate progress. What is wanted are the houses, and quickly ; and it is the duty of every authority and every person concerned in the matter to see that every possible step is taken with every possible despatch to this end.]

BOOKS TO READ

On the Land of England and its Inhabitants, and the urgent need of new Houses in Rural Districts. By J. H. Jones. (Spottiswoode, Ballantyne & Co. Ltd., 1919.) 1s. ; postage 1d.

This is a reprint of a paper read before the Incorporated Law Society at Birmingham in 1896, with a post-war introduction. It is a well-written and intelligent plea for rural housing, with an admirable analysis of the present position in the Gloucester Rural District, of the Council of which the writer is vice-chairman. We commend it to the attention of all who have to deal with housing in rural districts. The following extract from the paper, written more than twenty-two years ago, provides an example of the far-sightedness of the writer, and though it is a little beside his main point, we quote it because it will show how strongly his argument bears upon the housing movement to-day in town and country :

. . . in the new parts of our towns, where we might make everything healthy and sanitary, and leave room for the winds of heaven to breathe fresh life and vigour into our people, we are too generally squeezing the houses together, just as in the old parts. A surveyor prepares a plan of a building estate, so as to show as many coffin-like little bits of ground as possible. Streets are set out on this basis, and in a few years you have as close and ugly a bit of town as any to be found in the old quarters.

By being less greedy in regard to the land, fewer roads would probably have to be set out, and the saving would enable the owner to give a good building plot at less money per yard ; a quicker sale would be effected, and in the end more would be realized than by excessive sub-division.

As to the houses erected, there is no question that those with plenty of ground maintain their value far longer than those with a moderate amount. A client was telling me a short time ago of some old houses he owns which have superior gardens. He said, " I have never lost a penny of rent in the last fifteen years, and the tenants do a good deal of the repairs themselves. They come to stop, and if there is a house vacant there are lots after it. The gardens, I find, stop the greatest part of the drinking, and in the end they don't want the drink at all " ; and it certainly is my experience with artisans' dwellings, that a second-rate house with a good garden lets better than a good house with a bad garden. Flower shows and such like gatherings are doing wonders to stir up a love of gardening in the towns, and to get hold of the better side of human nature, and there will, I hope, be an ever-increasing desire in towns in this direction. Many of us have a considerable voice in determining the laying out of building estates, and it may rest with us whether land should be allotted on a generous or a parsimonious scale ; whether, to a great extent, present and future generations on that estate shall have a pleasant or cramped existence. May our influence be always in favour of the generous policy.

THE GARDEN CITIES AND TOWN PLANNING MAGAZINE

INCORPORATING · THE · HOUSING · REFORMER

Vol. IX. No. 4

APRIL, 1919

NOTES OF THE MONTH

THE BILL

We have the Bill at last. It must be said at once that it shows evidence of a bold and sincere intention on the part of those responsible for it to deal with the housing problem in a right spirit. The Bill unmistakeably means business. In many respects, indeed, it is a revolutionary measure. For one thing it puts housing on a new level, and in place of the ambiguous term "lodging-houses" of the old Act we get plain "houses." Further, the provisions relating to slum areas will free those schemes from scandalously excessive costs. It will now be financially possible for even a small authority to take its slums in hand. The Bill throws the duty of providing houses upon local authorities, not as incidental to their sanitary duties, but as a distinct branch of local government activity. That is by itself a big advance. It means definitely a new standard of housing. It must be not overlooked, however, that local authorities will have to set up machinery for the proper performance of this new duty: a duty that as yet they are by no means ready to discharge. The business of house-production and management demands skill and special training, and if local authorities are to do better than was done under the old system of private enterprise, now broken down for good, they will have to face the position seriously and develop the necessary organization for the purpose. The Bill is, of course, in regard to certain of its provisions, an emergency measure; but we need frankly to realize that in the main it deals with conditions that will be more or less permanent. The machinery that will be set up under it is but the beginning of a new system of housing that we may hope will contribute greatly to the well-being of the people. It is true that the effect of the Bill is made to depend largely upon the efficiency of the Local Government Board. What is done will expand or retract with the activity of the Board. That is inevitable, however, for the financial conditions under which building will be done requires central control; and in any case the local authorities have not so well distinguished themselves in the past for excessive enterprise in housing matters that they have any right to object to the new powers given to the Board. We welcome the Bill heartily; and though we hope to see some important amendments effected in Committee, it would be ridiculous not to admit how good we think it to be.

THE TOWN PLANNING PROVISIONS

It is when we turn to Part II of the Bill that we feel unqualified disappointment. The town planning clauses are altogether inadequate. We might believe that this part of the Bill had been drafted by someone utterly ignorant of the housing clauses that preceded it. To prepare a great scheme of house-building costing tens of millions of money and to pay no attention, or what amounts to no attention, to the placing of these houses in relation to the future development of the country, is to commit

a folly that stands without excuse. The Government are going to great pains to set up an elaborate organization for housing the working classes; and is ignoring altogether the economic and civic principles upon which alone that organization can be made to work without grave loss to the community. There is already too much wasted capital in our towns for the Government to add to it by indiscriminate building. For, let there be no mistake about it, that is exactly what we shall get, and the best house and site planning will not prevent it, unless we build on a sound principle of town construction. There is nothing we so greatly need as an adequate survey of the country, and the rough outlines of that survey could be got without much delay if the Government were really serious about the matter. We simply cannot afford a huge scheme of house-building that does not proceed hand in hand with town-planning.

NO LOWERING OF THE STANDARD !

The urgent necessity that exists for housing schemes to be settled without delay throws a heavy responsibility upon the new Housing Department of the Local Government Board. The machinery that is being set up is designed to save the time of all concerned, and when it gets properly to work it will doubtless be of immense service. But the need for speedy action must not be allowed to obscure the necessity for a thorough examination of every scheme that is submitted and the resolute turning-down of anything that is not up to the Department's standard. There is a danger that schemes may be rushed through merely to enable it to be said that progress is being made, and under those circumstances we may get obviously bad schemes approved. The Department has now many of the best people in the country within it, who are no doubt as well aware of the danger as the rest of us ; the principles upon which the Department has declared itself ready to act are admirable ; but political pressure may result in a weakening of good intentions and we may yet get a quantity of building that will be a disgrace to the local authorities that do it and a loss to everyone concerned. The surest remedy appears to lie in an educated public opinion, and the efforts of the Association should be supported by everybody who wishes to see a genuine improvement in housing conditions. The real difficulty is ignorance on the part of the general public and the local authorities themselves. It is this ignorance that we have set out to dispel. Even those local authorities who have specially engaged architects to prepare their plans have sometimes found that they are not out of the wood. The site plans for one big municipality we have recently seen were little less than childish, and the plans of other schemes published in some of the architectural papers are no better. It should be well understood that the country cannot afford to pay for inferior houses or for extravagant or stupid layout. The Association has to extend its activities in order to encourage local interest in housing and to offer its advice where wanted. That is the surest guarantee of securing good schemes and avoiding waste and disappointment.

THE NEED FOR ALLOTMENTS

The remarkable increase in the number of allotments cultivated during the war is evidence of the demand for land by people who live in towns. In July, 1918, there were no less than 1,400,000 allotments in this country, compared with about 570,000 before the war, an increase of 830,000, representing considerably more than 50,000 acres. It is true that the demand for this land was stimulated by the official and unofficial propaganda on behalf of an improved food supply ; but we think it is a mistake to suppose that the demand is likely to subside. The war-time allot-

ments were cultivated under considerable difficulties: often women and children had to work them in the absence of men, and most people who had them had little time to spare. It may be taken for certain that in the future, with the return of men from the services and the reduction of the working week, the demand will enormously increase. Those who have had a bit of land during the war will not want to give it up, and others will want to follow their example. Moreover the demand even during the war, when every description of land was utilized, was nothing like satisfied. This is a matter that should be taken into account in connection with the new housing schemes. A housing scheme that makes no provision for allotments must be held to be defective. It should be a simple matter in most cases to make this provision. It is no alternative to say that land can be reached by a penny ride on the tram, or by a walk of half-a-mile. Everybody knows that an allotment near the house is worth twice as much as one a distance away. An adequate supply of allotments will add to the value of the houses, and for economic reasons alone it is a matter that deserves consideration. Allotments were provided during the war chiefly by the use of land that in normal times would not have been available for the purpose, such as recreation grounds, parks and vacant building sites. The attempt to remove the cultivators from this land will not be a pleasant matter. We observe that in Nottingham, Birmingham, and Dundee, for example, protests have been raised against the proposed action of the local authorities to use allotments land for their building schemes. We think that it is short-sighted policy on the part of local authorities to build on such land. Each case needs of course to be considered on its merits; for in some places it may be necessary to build on the land in order to complete a development scheme; but we venture to suggest that local authorities should be slow to take land for which there is so positive a demand for food production. Rightly understood it is in the interests of the local authorities to meet this demand and even to stimulate it, not merely because it provides them with new open spaces, which all the towns greatly need, but because it puts land to a profitable use. It is a cardinal point of the garden city movement that the townsman should be provided not merely with parks and playgrounds but with land for cultivation.

ARMY HUTS FOR HOUSES

Nearly everybody has written to the newspapers within the last twelve months to suggest that army huts should be used to help to make good the shortage of houses. It is probable that the suggestion will continue to be made so long as there is a single hut left in the country. It seems hardly worth while to point out that practically nothing would be gained by using these huts for such a purpose. Neither money nor time would be saved. If they were sold for the mere value of the material in them, they would cost to re-erect and make habitable for a family not much less than three-quarters of the cost of building a real house, with not a tenth of its life. And the saving of time would be negligible, for the huts are mere shells. They would lower the standard of housing generally; and instead of making homes for heroes they would make possible a kind of picnic or makeshift existence only; and would provide ample occasion for dissatisfaction as anyone who has had to live in them will know. The experience of the tenants of the temporary buildings at Woolwich, where a rent strike has been followed by a reduction of rent, should be sufficient in itself to condemn the proposal. Huts cannot be made into houses. A decent cottage such as can be built under the Government housing scheme meets the minimum requirements of a home; not the maximum, as some people seem to think.

THE NEW HOUSING AND TOWN PLANNING BILL

By R. L. REISS

THIS Bill was introduced into the House of Commons by the President of the Local Government Board on March 18th, and provides for many of the reforms which those interested in housing and town planning have been advocating for years. While there is further legislation not included in it which the Association would have liked to see there, it may safely be said that if the new Bill is passed, and if—a large IF—it is administered vigorously, we shall be well on the way to getting the “New Britain” we desire. In this article I propose to summarize briefly the provisions of the Bill, but I would urge upon readers of the MAGAZINE the importance of getting the Bill itself, studying it carefully and closely, and watching its passage through the House of Commons. One other general remark may be made—a codification of housing legislation is already overdue. The passage of this Bill will make it even more urgent. The ordinary layman is bewildered by the numerous references to earlier Acts. For example, Clause 9 provides “Where an order authorizing a local authority to purchase land compulsorily for the purpose of Part III of the principal Act has been made and confirmed under the provisions of Part I of the Housing, Town Planning, etc., Act, then . . .” To the practical man, desirous of getting information quickly, this is maddening.

(I) *Housing.*

Up till now it has never been made quite clear that it is the duty of the local authority to carry out housing schemes to meet the needs of its area. This omission is now rectified. The first clause of the Bill specifically provides that it is the *duty* of local authorities to prepare and submit housing schemes to the Local Government Board within three months of the passing of the Bill and thereafter as occasion arises. Such schemes must specify (a) the approximate number and nature of the houses to be provided; (b) the approximate quantity of land to be acquired and the localities in which it is to be acquired; (c) the time within which the scheme or any part of it is to be carried into effect. The scheme when approved by the Local Government Board is to be binding on the local authority. If the Local Government Board think the scheme inadequate, they may require the local authority to prepare an adequate one within a specified time.

The Local Government Board may require two or more local authorities to prepare a joint scheme.

Not merely is it to be made the duty of the local authorities to prepare schemes, but it is also proposed (Clause 2) that it should be their duty to carry out the schemes within a specified time.

It has been the great defect both of local administration and of the central administration that “time” so far has not been of “the essence of the contract.” The passage of these two clauses will remedy this defect—provided that we see that they are properly administered.

If a local authority does not perform its duty, the Local Government Board has no power at present of carrying out the work itself. This is a fatal defect, which Clauses 3 and 4 of the Bill will remedy. In such cases of default the Local

Government Board will now be empowered to act itself or to authorize the County Council to act in place of the local authority. The Local Government Board will require payment by the local authority of that part of the cost which may properly be required from it.

It is not merely in regard to new housing schemes that the Local Government Board are empowered to act in default of the local authority, but also in regard to slum clearance schemes (Clause 5).

Clause 6 empowers the Local Government Board to contribute towards the loss incurred by a Council in carrying out a housing or re-housing scheme. This clause, *inter alia*, legalizes the contribution by the State of the loss over a penny rate.

There is a group of clauses (8 to 14) extending the powers of the authorities in regard to the acquisition of land. Clause 8 will cheapen the cost of slum clearances, as the price to be paid for land including buildings thereon is to be the valuation on the assumption that the land is a site cleared of buildings and *available for development in accordance with the requirements of the building bye-laws for the time being in force in the district*. Moreover, in so far as the scheme requires the "re-housing of persons of the working-classes on the site when cleared, the compensation shall be the value at the time when the valuation is made of the land *as a site for houses for the working-classes*." This will get over the expense of paying compensation on the basis of the value of the land for commercial purposes, while the land has, in fact, to be used for housing.

Clause 9 enables local authorities to get quick possession of land acquired compulsorily, and 11 enables them to acquire houses or other buildings on land and to alter and adapt them.

Thus a local authority will have full power to acquire—compulsorily if necessary—large houses and adapt them to the use of the working-classes. The Bill also empowers local authorities to buy land for the purpose of leasing it to other people (*e.g.*, public utility societies—to provide homes for the working-classes, or to lease it with a view to the use of it for purposes "which, in the opinion of the local authority, are necessary or desirable for or incidental to the development of the land as a building estate" (*e.g.*, institutes, recreation grounds, churches).

Clause 14 gives to the local authorities wide powers for utilizing land when acquired, including the leasing of it to "any person" for housing purposes.

Clauses 15 to 17 deal with Public Utility Societies and Housing Trusts. Local authorities and county councils are empowered to assist in the formation of Public Utility Societies; to make grants or loans to such societies; to take up shares or loan capital; or to guarantee the interest on money borrowed by such societies, or on any share or loan capital. The Local Government Board is empowered to make contributions towards the cost of carrying out housing schemes by a Public Utility Society or a Housing Trust, subject to regulations made by the Board. (The terms offered under this Clause have just been announced and are printed elsewhere in this MAGAZINE.) As regards loans, the Public Works Loan Commissioners are empowered to lend to Public Utility Societies up to three-quarters of the *cost* of a housing scheme, repayment being spread over fifty years. Clause 17 is important also because it treats as the basis of a loan the actual cost of a scheme, instead of "the value, to be ascertained by the Public Works Loan Board," (Acts of 1890, Sec. 67, sub-section 2 (*d*)).

Clause 18 provides for the relaxation of bye-laws where buildings are constructed or schemes laid out, by local authorities or public utility societies, in accordance with plans and specifications approved by the Local Government Board.

A series of miscellaneous housing provisions are contained in Clauses 19 to 25, in

which is included the raising of the maximum interest or dividend payable by a public utility society from 5 to 6 per cent. per annum.

(2) *Town Planning.*

Clauses 26 to 30 amend the law with regard to town planning subject to certain provisions. It will not now be necessary for a local authority to obtain authority of the Local Government Board before starting to prepare a town-planning scheme or to adopt a scheme proposed by owners of land. The effect of this is to make it only necessary to have one inquiry by a Local Government Board inspector instead of two.

Clause 29 enables the Local Government Board to permit the development of estates pending the preparation and approval of town-planning schemes. This Clause is introduced to meet the objection that the preparation of town-planning schemes sterilizes building operations.

Clause 31 of the Bill amends the Small Dwellings Acquisition Act.

While the provisions of the Bill are fairly satisfactory so far as concerns the carrying out of new housing schemes, and while it will enable slum clearance schemes to be carried out more economically, it cannot be said that the Town Planning provisions are adequate. The Local Government Board should have power to require local authorities to prepare town planning schemes as well as housing schemes. Further, a broader vision is required in regard to future development generally. There should be clauses empowering the Board to buy large tracts of land and provide facilities for the new development of new garden cities. It is to be hoped that clauses providing for these matters will be introduced in Committee.

It should be borne in mind that this Bill will be supplemented by the provisions of the Land Acquisition Bill.

Dr. Addison is to be congratulated on his Housing and Town Planning Bill, which is a big advance on Mr. Hayes Fisher's (Lord Downham's) wretched little still-born two-clause Housing Bill of last autumn. It is to be hoped that the Bill will be rapidly passed into law, and that it will be administered with promptitude and efficiency.

NOTE.—*Copies of the Bill can be obtained from the office of the Association, 3, Gray's Inn Place, W.C. 1, price threepence ; post free, fourpence.*

THE TERMS TO PUBLIC UTILITY SOCIETIES

THE new Housing Bill is of considerable interest to those concerned with Public Utility Societies and we recommend to them a study of Capt. Reiss' article on another page. Promises have frequently been made on behalf of the Government that facilities would be given to these societies to continue their work as part of the Government housing scheme, and only a few weeks ago Dr. Addison declared that there need be no hesitation on the part of the societies in preparing to go ahead. But no positive information could be gathered as to the terms on which the societies would be permitted to go on ; and though at last, with the appearance of the Bill and the issue of the circular setting out the kind of financial assistance the Treasury has at last agreed to, the position is clearer, it cannot be said to be so clear as to remove all doubt. We shall content ourselves at present by noting the

meaning of the financial terms that are offered. The memorandum in which these terms are given is printed in full below ; it should be carefully read in conjunction with the Bill itself. The extent of the financial assistance and the conditions on which it is to be given do not form part of the Bill ; they are left to the Treasury.

It will be seen that a maximum of 75 per cent. of the total cost of a scheme will be advanced for fifty years at the full market rate of interest. Whether the money is borrowed from the State or raised privately, a subsidy will be granted of an amount equal to 40 per cent. of the charges for interest and repayment of principal upon three-quarters of the total capital.

To show how the subsidy will work out in practice the following instance may be given. Suppose the capital cost of an approved scheme is £40,000 ; and that the society has borrowed the maximum (that is, three-fourths of the capital, £30,000) from the Government. Taking the rate of interest at $5\frac{1}{2}$ per cent. and allowing for the repayment of capital, the annual payment for loan charges to be made by the society will be approximately £1,770 per annum. The Government subsidy will be 40 per cent. of this, that is £708 a year, leaving the balance, the charges on the privately subscribed capital, repairs, etc., to be met out of the rents. The amount of the subsidy is in effect a grant of one-third of the cost of the housing scheme.

It will be observed that as the subsidy is a fixed proportion of the cost, the financial position of the society depends upon the cost of building, together with the cost of administration. The following figures show the effect of the proposals :

(a) Taking cost of land, building and development to be £600 per cottage, the Government loan will be £450, the capital to be found by the society £150. Interest and repayment of Government loan at £5 18s. 1d. per cent., £26 11s. 5d. per annum. Government subsidy, 40 per cent. of £26 11s. 5d. being £10 12s. 7d. per annum.

Supposing the weekly rent obtainable (excluding rates) to be 10s. £26 0 0
Deduct—

Net amount of Government loan charges, less subsidy .. £15 18 10

Allowance of 25 per cent. of rent for repairs, management,

insurance and voids 6 10 0

————— 22 8 10

Balance available for Society's capital of £150 equivalent to 2.37

per cent. per annum £3 11 2

If the rent obtainable is 9s. 6d. the balance will be £2 11 8, and the return 1.72%.

„ „ „ 9s. „ „ „ £1 12 2, 1.0%.

„ „ „ 8s. 6d. „ „ „ 12 8, „ „ .42%.

„ „ „ 8s. there will be a deficit of 6s. 10d.

(b) Taking the cost of land, building, and development to be £500 per cottage, the Government loan will be £375, the capital to be found by the Society £125. Interest and repayment of Government loan at £5 18s. 1d. per cent., £22 2s. 10d. Government subsidy, 40 per cent., of £22 2s. 10d., being £8 17s. 2d.

Supposing the weekly rent obtainable (excluding rates) to be 10s. .. £26 0 0
Deduct—

Net amount of Government loan charges, less subsidy £ s. d.
13 5 8

Allowance of 25 per cent. of rent for repairs, management,

insurance and voids 6 10 0

————— 19 15 8

Balance available for Society's capital of £125 equivalent to 4.9% per ann. £6 4 4

If the rent obtainable is 9s 6d. the balance will be											£5	4	10,	and the return 4.19%.	
„	„	„	9s.	„	„	„	£4	5	4,	„	„	3.41%.			
„	„	„	8s. 6d.	„	„	„	£3	5	10,	„	„	2.63%.			
„	„	„	8s.	„	„	„	£2	6	4,	„	„	1.85%.			

The following is the memorandum on Financial Assistance to Public Utility Societies issued by the Local Government Board on March 24th, 1919. Copies can be obtained from the Association at a charge of 1½d., post free.

I.—SOCIETIES ELIGIBLE FOR FINANCIAL ASSISTANCE

In order to rank as a Public Utility Society eligible for financial assistance a Society—

- (a) must have for its object, or one of its objects, the provision of houses for the working classes ;
- (b) must be registered under the Industrial and Provident Societies Act, 1893, or any amendment thereof ;
- (c) must by its Rules prohibit the payment of interest or dividend at a rate exceeding the statutory limit and
- (d) must comply with regulations to be made by the Local Government Board, with the approval of the Treasury, under the provisions of the Housing Bill.

These regulations will, subject to certain modifications, embody the conditions and safeguards recommended by the Housing (Financial Assistance) Committee* and set out at the end of this memorandum, and the Rules of the Society should be so framed as to secure compliance with the regulations.

II.—TERMS OF FINANCIAL ASSISTANCE

To a Public Utility Society which complies with the conditions above indicated, the financial assistance to be granted in respect of a housing scheme approved by the Local Government Board and carried out within the prescribed period will take the following forms :

Raising of Capital.

The Public Works Loan Commissioners will be authorized to advance on the recommendation of the Local Government Board so much of the capital required as in the opinion of the Board the Society cannot reasonably be expected to raise from private sources ; but the total amount so advanced will in no case exceed three-quarters of the total cost of the acquisition of the land, the development of the site and the erection of the houses, as shown by the accepted tenders.

The loan will be advanced at the rate at which advances are, for the time being, made to Local Authorities by the Public Works Loan Commissioners for assisted housing schemes. It will run for a period not exceeding fifty years, and the repayment of principal and interest, which will be a first charge upon the property, will be on the annuity system.

It is proposed to arrange for advances to be made by instalments, as the work proceeds, on the certificate of an architect or surveyor approved by the Local Government Board, but before advancing each instalment the Public Works Loan Commissioners will require to be satisfied that a proportionate instalment of the capital to be privately subscribed has been raised. The advances in respect of unfinished houses will not in any case exceed 50 per cent. of the cost represented by the work done.

If in the opinion of the Public Works Loan Commissioners there is a special risk that it may at some future date during the currency of the loan be impossible to secure tenants for a large proportion of the houses, owing to changes in the industrial circumstances of the locality, it will be open to them to require collateral security.

Exchequer Subsidy.

1. In addition to the advance of capital above mentioned, an annual subsidy will be paid during the currency of the loan by the Local Government Board in consideration of the abnormal cost of building houses at the present time. The subsidy will be an amount equal to 40 per cent. of the annual charges on three-quarters of the total capital raised in respect of the approved scheme, and, for the purpose of calculation, the charges will be reckoned on the basis of the Public Works Loan Commissioners' terms for repayment of principal and interest by equal half-yearly instalments, from whatever source the capital may in fact have been raised.

2. While the amount of the subsidy will be determined on the basis above described, the Local Government Board will reserve to themselves the right of reducing the subsidy in any case in which there is evidence of failure on the part of the Society to secure due economy in the erection of the houses.

3. Any Society seeking financial assistance will be required to give an undertaking in legal form that, after the loan has been paid off, any profits of the Society in excess of 6 per cent. shall be devoted in whole or in part as may be required by the Local Government Board towards the repayment of sums received from the Exchequer by way of subsidy during the currency of the loan ; and that in the event of the property being sold, either before or after the loan has been paid off, the Society will, as a condition of such sale, after paying-off outstanding charges (if any) and shares at par, repay, if so required by the Local Government Board, the whole or part of the Exchequer subsidies.

* Copies of the Interim Report of this Committee, Cd. 9223, can be obtained from the Garden Cities and Town Planning Association ; price 3d., post free.

III.—PROCEDURE

1. The Housing Commissioner for the district will be ready to advise any persons proposing to form a Public Utility Society for housing purposes as to the Rules of the Society and to arrange for a conference with the Local Authority with a view to ascertaining what assistance may be looked for from the Local Authority, both in the shape of advances of capital and in regard to sewerage, water supply and other public services.

2. The advice of the Commissioner and his expert staff will be at the disposal of the Society in regard to the selection of a site, and the proposals of the Society as to this and the general outlines of their scheme should be submitted to the Commissioner at the earliest stage.

3. If the proposals are such as in the opinion of the Commissioner are likely to be approved by the Local Government Board, plans should be prepared on the advice of a properly qualified architect for the lay-out of the site and for the houses, of which there should ordinarily be approximately twelve to the acre in urban areas and eight in agricultural areas.

Where possible an option to purchase the suggested site should be obtained and the purchase should not be completed until the site has been inspected and approved.

4. Before giving their formal approval to schemes the Board will require to be furnished with plans and estimates, a statement of the rents proposed to be charged and information as to the Society's share and other capital together with a copy of the Registered Rules. But if the procedure above described is followed the preliminary steps can be taken in consultation with the Commissioner, and the schemes can be dealt with by stages and delay thus avoided.

5. In order to promote economy and to assist those engaged in the provision of houses for the working classes steps have been taken to secure supplies of certain building materials and standardized fittings, which will be available for the use of Public Utility Societies. There need, therefore, be no hesitation in proceeding with the preparation of schemes on account of an anticipated shortage of materials. The Board are issuing a Manual which will contain further information on this subject as well as detailed proposals in regard to the preparation and submission of schemes and suggestions as to lay-out, with designs and plans.

Recommendations as to safeguards contained in the Report of the Housing (Financial Assistance) Committee of the Ministry of Reconstruction.

- (i.) All tenants should be entitled (though not required) to become shareholders of the Society on equal terms.
- (ii.) Tenant members should have the right to elect annually a Tenant Members' Committee, each tenant having one vote.
- (iii.) At least one-quarter of the Board of Management should be appointed by the Tenant Members' Committee.
- (iv.) Holders of loan stock should only be entitled to vote at a Society's meeting if they are shareholders, and only to give a vote in respect of loan stock representing at least five times the capital represented by a share vote.
- (v.) Security of tenure should be provided for. A tenant should only be given notice to quit for (a) non-payment of rent, or (b) acts or defaults tending to the detriment of the property, or (c) bad neighbourship. Nothing in this clause should prevent a termination of a tenancy for failure to pay an increased rent in cases where the increase has been approved by the Central Authority. The question of whether a tenant has been guilty of bad neighbourship should be determined by the Tenant Members' Committee.
- (vi.) The lay-out and design of the houses should be approved by the Central Authority, and the same authority should supervise the carrying-out of the plans (either directly or through the agency of the Local Authority).
- (vii.) Profits, over and above the maximum rate allowed, should after due provision for Reserve Fund, be used for the benefit of the tenants generally.
- (viii.) Rents should be approved by the Central Authority.
- (ix.) Societies should not be allowed to sell houses, except subject to the consent of, and under conditions laid down by, the Central Authority.
- (x.) Building contracts should be approved by the Central Authority.
- (xi.) Professional charges paid by Societies should not exceed a fixed percentage on cost, and management expenses should not exceed a fixed percentage on gross rental.
- (xii.) The accounts should be audited and certified by a District Auditor, or other Auditor appointed by the Government (who should have the power of surcharge) and filed with the Central Authority and the Local Authority of the District, with the right of inspection by the public.
- (xiii.) On the dissolution of a society the Local Authority should have the right of pre-emption at a figure sufficient to pay off shares at par, loans, loan stock and debts. If this right is not exercised the estate should be sold by public auction and any surplus remaining, after discharging all obligations, be paid to the Local Authority, and by it applied for housing or other like purposes.

TOWN PLANNING AND RECONSTRUCTION

By PROF. S. D. ADSHEAD, M.A., F.R.I.B.A.

(Continued from the March number, p. 45.)

Let us take the findings of the Agricultural Policy Sub-Committee whose reference was to consider and report upon the methods of effecting an increase in the home-grown food supplies, having regard to the need of such increase in the interests of national security. Of the different heads under which this somewhat lengthy report is arranged, those relating to general policy, and in particular, those relating to village reconstruction, small holdings, transport, reclamation, and deer forests are of interest to us, and if embodied in acts of Parliament would profoundly affect regional planning.

As is indicated by the reference of this Committee, its chief concern is to make the country self-supporting as regards agricultural produce, and that in the interest of (1) national security, and (2) national interest and health. Whilst as an Institute we are not concerned with such pan-political questions as national security, it is certainly to our interests to consider ways and means for securing improved agricultural transport and the revivification of village life.

The report encouraged a general bolstering up of the agricultural industry. May I say that apart from trade interests and national security, the essential value of such an expediency lies in the encouragement it would afford to the development of a healthy population and outdoor life, and not only in regard to those living in rural districts, but also in regard to those urban people whose recent achievements in agricultural pursuits have made the question of allotments and small holdings a very prominent one in its relation to the extension of towns.

With regard to small holdings and large farms, the report points out that there is need for both and recommends certain improvements in the "Purchase of Land Bill," to enable tenants to become possessed of their land. Under the heading "Village Reconstruction," the general depression from which so many villages in remote districts suffer, and which we have all heard so much about, and some of us have experience of, is very ably analyzed and reviewed. The recommendations for remedial measures are definitely stated and may be outlined as a scheme whereby the Board of Agriculture on local application, or on the recommendation of the Agricultural Committee for the district, should send down a valuer to report as to how a village might be improved on business lines in respect of small occupying ownerships, gardens, allotments, small holdings, cottages, cow commons, horse commons, and recreation grounds. When a scheme has been agreed upon, the cost is to be defrayed out of a loan from public funds, not exceeding a rate of sixpence in the pound. But except as regards village clubs and social institutes, which are evidently to receive the unofficial attention of the valuer, it is pointed out that schemes ought to be self-supporting.

As regards transport, the recommendations point out that the need for improved transport is both urgent and immediate. Referring to improvements in railway transport, the issue seems to depend upon better organization amongst producers, so as to enable goods to be transported with greater convenience by being handled in greater bulk. The amount of agricultural produce carried by canals is negligible. Out of 1,794,000 tons carried by the Grand Junction Canal in 1905, only 5,812 tons

consisted of agricultural produce, though 167,000 tons of town manure were carried by canal to country districts. In Belgium in the same year the proportion of agricultural produce carried by canal was, compared with all other goods, 17 per cent. So that there seems to be room for improvement in our inland waterways for carrying agricultural produce. But the greatest need for improvement is in short distance and local traffic. Here it is made clear that light railways and motor traffic need not compete, the former being necessary and more economic where counties and groups of villages are concerned, as in the case of the light railway between Headcorn (Kent), and Roberts Bridge (Sussex), the latter being more economical and better suited for collecting and delivering from groups of farms. And it is pointed out that after the war the large number of motor vehicles at the disposal of the country could well be utilized for this purpose. The report also states that the industrial penetration of the countryside, which in some parts has been a feature of recent years and which, with the improvement of telephonic and other communication, and the growth of local rates in urban districts, seems likely to develop further in the future, makes it of a far wider national importance. The necessity for a prompt and ready delivery of milk, vegetables, and other agricultural produce in such districts, as well as for the transport of goods manufactured or required by such communities, adds to the importance of the subject, and recommendations are made "That the whole question should be made the subject of detailed inquiry and report by a special sub-committee of the Reconstruction Committee set up for this purpose." . . .

Let us consider for a moment what this village reconstruction, as outlined in the report, means. Who is to make a plan of the improved village and see that it fits in with any proposed new lines of communication? Is there to be a plan at all? A valuer sent down by the Board of Agriculture is to report. What sort of man will the valuer be? Will he consider interests outside the immediate purview of the economist? In view of the penetration of industries into rural areas, which in certain districts is now rapidly taking place, this problem of the planning and improvement of villages becomes a very complex, highly technical, and profoundly socialistic undertaking, in which there should be a place for men with Town Planning qualifications, and who are prepared to specialize on this particular kind of work. We must not forget that if this kind of work is to be in every way successful, the scales of the economist must be adjusted to weigh in matters æsthetic and human, as well as the more material matters that can be adjusted to accord with tables of interest and sinking fund, or measured with a rule. . . .

Another report, that of the Coal Conservation Committee, contains matters of the greatest interest to us. It shows by a map where the proved concealed coalfields lie, and also all those areas where possible new coalfields and extensions exist. In the preparation of a regional survey, recognition of the potential value of these areas would be of the greatest importance, more especially in such places as Kent, where proved concealed coalfields lie. It is not too soon to commence preparing schemes for development on a regional basis here. Sites for mining villages, power stations, factories, and lines of communication by road and rail ought at once to be plotted. Planned with due consideration to cleanliness, hygiene, economy, and all the advantages that are offered by the application of modern science, and to a well-thought-out regional plan there is no reason why industrial Kent, even though it might lose some of its cobnuts, hops, and even hedgerows, should not still be a country of model villages, chalk cliffs, marshes, and hazel woods very much as we know it to-day. I feel it is the responsible duty of this Institute to watch the mining developments of Kent.

This report also includes the sub-committee's report on power generation and transmission, a document that appeared some time ago and created universal interest. Its findings are no doubt well known to most of you, but it is of interest to remember that instead of the power at present utilized in this country being generated by some 600 different undertakings, it is suggested that the whole of this work could be done by 16, and that thereby a saving could be effected by the country amounting to over £100,000,000 annually. It is not suggested that the country should embark upon so great a change on the lines of an engineering project commencing "de novo," but that it should be arrived at as a national scheme by a process of gradual incorporation and development.

But, it may be asked: "In what way will this affect Town Planning?" In the first place, centres or sites suitable for electric generating purposes are to be chosen on important water ways, as the future main centres of supply for each of the districts into which the country is to be divided, and it is pointed out that the sites so chosen should be as large as possible having in view the land available in suitable localities, and should have ample water and transport facilities. Land is required not only for the power stations themselves but for processes involved in the extraction of by-products; it is also required for the development of electro-chemical processes which may most conveniently be carried on in close proximity to the power plant. Further, the country is to be traversed by a network of trunk mains or electrical roads, and I think that everyone would agree that the routes of these trunk systems ought to be considered in connection with the making of any new and important thoroughfares.

Here, then, we have a proposal for erecting what practically means a number of quite new super-industrial towns. If the recommendations of this committee should ever find their way into our legislation, which I hope and trust they will, the project is of enormous importance to us if only from the point of view of Town Planning.

One of the most influential of these Government appointed committees is that which has reported on commercial and industrial policy after the war. Its enquiries have had reference principally to economies in relation to international matters, but whilst its findings can only be regarded in the main as an important background to regional planning, at the same time it contains one recommendation in which our interests are very directly concerned. It refers to, and strongly supports, a recommendation of the Dominions Royal Commission for the setting up of an Imperial Development Board, which, amongst other duties, should advise on the adequacy of Empire requirements of schemes of harbour improvements, studying the lines of communication by Steamship, Railway and Cable, and which are contributory and necessary to Imperial Development.

Finally, let us see what proposals are being put forward by the Ministry of Reconstruction for commencing works of interest to the Town Planner immediately after the war. A special committee set up to consider the case of the Civil War Workers says: "We regard it as especially important that schemes such as housing and the reconstruction of roads, for which the Government is responsible, should be fully prepared before the end of the war, and that any legislative measures which may be necessary in connection therewith should be carried through so that the schemes may be put into operation without delay." And it further recommends that those responsible for the schemes should go so far as to take up contracts, if necessary, at provisional prices to be adjusted later in accordance with the rise and fall in price of materials and labour.

I can hardly see that to enter into a contract can be a practical scheme, but I do

feel that the time for reflection and suggestion is rapidly drawing to a close, and that it is of urgent national importance, in view of the prospect of an early closing down of munition works, to say nothing of the later disbandment of the Army, that plans be prepared for definitely parcelling out works of national importance in order that those freed from war work can commence peace work without undue disturbance and delay. To find suitable work for every one in this way will be found to be extremely difficult, and especially as regards skilled labour, but if a few great works of national importance arranged in connection with available materials could be prepared, they would act as reservoirs for labour from which labour for later matured schemes could gradually be drawn. In the case of unskilled labour a most suitable reservoir would be a few big schemes for constructing the foundations of new roads. The preparation of schemes for the construction of new main roads with the necessary arrangements, financial and administrative, for their execution, seems to me to be a work of first importance, and for this reason, if for no other, a discussion such as that opened by Mr. Rees Jefferies at our last meeting was most opportune. And whilst it was shown that almost everything depends upon a re-shuffling of rating areas for this particular purpose, a perusal of the reports of the Ministry of Reconstruction convinces me that the reconsideration of administrative areas extends to other matters of equal importance; in fact, everything points to the need for a co-ordinating plan and scheme. But the detailed preparation of such a plan, to say nothing of its approval would be a work of many years. and the conditions that would determine many of the more important issues would be found to be subtle, highly involved, and difficult to envisage. This, however, does not mean that such a work ought not to be begun.

In regard to the laying-out of roads, there are many proposed schemes (as, for instance, the Western Avenue, which I am pleased to see now meets with the approval of the Road Board), in the construction of which no unseen development, sufficiently important to upset it, is involved; and, therefore, schemes for the construction of main roads, where the difficulties at present consist mainly in the fixing up of a financial and administrative arrangement, could, it seems to me, if the Road Board have not complete powers, be temporarily taken over by the Government and set going primarily in the interests of labour by the passing of a short Act. I think that the question of constructing new main roads is one upon which this Institute should concentrate its main efforts.

Very much thought has been devoted by Government committees and also by private individuals to the question of the employment of disabled soldiers after the war. . . . I understand that certain experimental schemes are in operation as a result of the report of the Departmental Committee, set up by the Board of Agriculture and Fisheries, but with what success they are meeting as yet one cannot say. It is quite clear, however, that the case of the disabled soldier is an important one, and if he is to be settled in colonies and villages here is further work in Town Planning. . . .

But as well as those reports whose references affect us directly, the subject-matter of others is such as to lead us to infer that changes will be brought about in trades and industries which will ultimately affect us indirectly.

There are the new industries that have come to be called the key industries, and which are concerned with the manufacture of essentials; dyes, spelter, tungsten, magnetos, glass, etc.; and in this connection it is apparent that if the industries of the country are to be given the best opportunity for performing their several functions, success must depend very largely upon their considered separation or juxtaposition. Now this brings me to where our interest sets in, in the provision

of areas for industrial purposes. I feel that we as Town Planners need to give more attention to, and make some research into, the requirements of sites for different industries. We talk of heavy and light trades, but we want to decide much more definitely the kind of sites where the different industries can best be carried on. When the history of the present century comes to be written it will be found to be as important an industrial century as was the last. Let us see to it that we do not disfigure the land, and let us see to it that amenities, economies, and humanizing influences go hand in hand. If someone would undertake to write a book on the planning of industrial areas having regard to the relation of the different industries to one another, and to the general planning of and most suitable sites for each, it would be an invaluable contribution to our Town Planning literature.

But there are works of immediate importance, works that ought not to be delayed a single day. The strain on our housing accommodation has reached breaking point and this when millions of our fighting men must shortly be returning home. A Committee has been sitting to define the meaning of the term "after the war." When military operations are suspended there may be a lengthy truce, there may be a period of smouldering conflagration, and there may be the immediate disbandment of a large number of men. There will be a rush for houses, and as it seems at a time when local Authorities are only thinking about commencing to build. I think that the Government might well consider the possibility of commencing a certain number now.

Then there is the great problem, and it is an extremely urgent one, and one that will take even under the best conditions a considerable time to mature: the problem of providing improved access to, and adequate housing accommodation in connection with, the dock area of the Thames estuary. Representatives of the different Local Authorities affected appear willing to take up a comprehensive Town Planning scheme, but there are expensive and difficult engineering works involved: the Barking by-pass, the improvement of the Ripple road, and certain railway and tramway undertakings. These, of little interest to the local Authority, are of great importance to the working of the Port of London Authority, and matters of national importance to the community. This relation of interest rather suggests where the relative proportion of the cost should be found.

The proper planning of the Port of London is a matter that is extremely urgent, and I am glad to see that the Garden Cities Association are doing valuable work in helping to bring it about.

I fear that my address will have left you in a kaleidoscopic state of mind, that you may have before you a picture resembling half a dozen super-imposed lantern slides, when by a mistake of the lantern operator half a dozen different views appear on the screen at the same time. It was rather my intention to do this, for it seems to me that this represents the national outlook to-day. We must cease painting separate pictures, but instead, make an effort at harmonizing the whole. And lastly let us remember that it is our first duty, both as private individuals, as members of our different professions, and also as members of this Institute, to do all we conceivably can to clear up the difficulties that will beset our brave soldiers when casting off their khaki they look for employment and a home.

WHAT IS BEING DONE

(I) *By the Government*

In connection with the Government housing scheme the following appointments have been made, in addition to the appointment of Sir James Carmichael, K.B.E., as Director-General of Housing :

Deputy Director-General.—Mr. J. Walker Smith, M.Inst.C.E., F.S.I., formerly Housing Commissioner for Scotland; Chief Engineer to Local Government Board, Scotland; City Engineer, Edinburgh.

Assistant Secretary.—Mr. E. R. Forber, C.B.E., of the Local Government Board.

Chief Architects.—Mr. Raymond Unwin, F.R.I.B.A., formerly Town Planning Inspector, Local Government Board; Architect to Hampstead and Letchworth; Director Housing Branch, Explosives Department, Ministry of Munitions. Mr. S. B. Russell, F.R.I.B.A., architect for West Riding County Hall, Hull Town Hall, and Law Courts, and other large public buildings. Has been engaged on housing schemes for Ministry of Munitions.

Chief Surveyor.—Mr. T. A. Chidgey, M.B.E., Past President, Quantity Surveyors' Association; formerly Inspecting Surveyor, Ministry of Munitions; Quantities Surveyor to Metropolitan Police.

For the purpose of these housing schemes the country has been divided into eleven districts, to each of which a Housing Commissioner has been, or will be at an early date, appointed.

The following Commissioners have already been appointed :

<i>Region and Area.</i>	<i>Centre.</i>	<i>Commissioner.</i>
1.—Cumberland, Northumberland, Westmorland and Durham	Newcastle	Major F. J. Edge, R.E., M.Inst.C.E. Was City Engineer of Newcastle-on-Tyne for four years, and was District Engineer in the Public Works Department of Ceylon for four years.
2.—Yorkshire (North, East and West Ridings)	Leeds	Mr. Tom Marr, fourteen years on Manchester City Council. Chairman of Housing Sub-Committee of the Manchester City Council since 1905. Chairman of Public Utility Societies.
3.—Lancashire and Cheshire	Manchester	Brigadier-General G. Kyffin Taylor. Member of Liverpool City Council since June, 1904, Chairman of the Housing Sub-Committee of the Council since 1907, and also served on Dwellings Sub-Committee. Is a member of the Education Committee and the Watch Committee of the City of Liverpool, which have dealt with child life in relation to Housing. Was Director of National Service for the North-Western Region.
5.—Staffordshire, Shropshire, Warwickshire, Worcestershire, and Herefordshire	Birmingham	Mr. Henry E. Farmer, F.R.I.B.A. Was Resident Architect at Henbury for the Ministry of Munitions. For past two years has been Chief Architect to the Admiralty Control Board, in which capacity he has had extensive experience in the design and construction of dwellings.
6.—Parts of Holland, Kesteven and Lindsey (Lincolnshire), Nottinghamshire, Derbyshire, Leicestershire and Rutland	Nottingham	Mr. F. F. P. Edwards, F.R.I.B.A., F.R.S.I. City Architect of Sheffield for the past ten and half years, and previously City Architect of Bradford for eight years. Former Vice-President of the Leeds and Yorkshire Architectural Society.
7.—Gloucestershire, Dorsetshire, Somersetshire, Wiltshire, Devonshire and Cornwall	Bristol	Lt.-Col. E. N. Mozley, R.E., D.S.O. Was Professor of Military Engineering and Building Construction at the Royal Military College, Kingstown, Canada. Served on Ordnance Survey. During the War served in Gallipoli, Egypt, France and Belgium, and acted as a Commanding Royal Engineer of a Division.
8.—Hampshire, Isle of Wight, Southampton, Sussex East, Sussex West and Surrey and Kent so far as not in the Metropolitan Police District	London	Mr. W. R. Davidge, F.S.I., A.R.I.B.A., A.M.Inst.C.E. Is a Member of Council of Town Planning Institute, Member of Council and late Chairman of Executive of Garden Cities and Town Planning Association; District Surveyor under London Building Acts. Visited Australia and New Zealand in connection with Town Planning and Housing. Is Examiner for R.I.B.A. and Surveyors' Institution. Is Housing Secretary of Town Planning Committee of Royal Institute of British Architects.

10.—Berkshire, Buckinghamshire, London
Oxfordshire, Northamptonshire,
Bedfordshire, Huntingdonshire,
and Hertfordshire, so far as not
in the Metropolitan Police
District.

11.—Cambridgeshire, Isle of Ely, London
Norfolk, Suffolk East, Suffolk
West, and Essex so far as not in
the Metropolitan Police District

Mr. F. M. Elgood, F.R.I.B.A., F.S.I. A well-known
London Architect. From 1904 to 1917 was a Mem-
ber of the Ruislip-Northwood Urban District
Council, on which he served as Chairman. Was
also Chairman of the Town Planning Committee
which initiated the well-known Ruislip-North-
wood Town Planning Scheme, 1914.

Major J. Wightman Douglas, D.S.O., F.S.I., M.S.A.
Has had long experience as Architect to large
estate. For eleven years was Lecturer on Building
Construction at the Technical College, Newcastle-
on-Tyne.

The appointments to the two other Regions will be notified shortly.

(2) *By Local Authorities*

Scarborough Corporation have in hand the purchase of $67\frac{1}{2}$ acres for £6,750, and have adopted a scheme for the reconstruction of the slum area in the old Town.—*Scarborough Evening News*, March 11th, 1919.

Huddersfield Town Council have adopted a scheme for the erection of 1,500 houses upon about 10 sites in various parts of the town.—*Yorkshire Post*, February 10th, 1919.

The Corporation of Ripon have obtained an option upon 13 acres at the price of £1,500 from the Ecclesiastical Commissioners. The property was valued by the Commissioners' Surveyors at £2,200.—*Yorkshire Herald*, February 20th, 1919.

Horwich (near Bolton) have secured 30 acres at £50 per acre from Lord Leverhulme and 16 acres at £75 per acre from the trustees of Col. Ainsworth.—*Weekly Dispatch*, February 23rd, 1919.

Bolton Town Council have bought an estate of 117 acres at £101 per acre.—*Weekly Dispatch*, February 23rd, 1919.

Wigan Corporation have decided to purchase three sites totalling nearly 35 acres which have been acquired at an average of £230 per acre.—*Daily Telegraph*, February 21st, 1919.

Eastbourne Town Council have decided to purchase 140 acres of land at a price of £15,000.—*Sussex Weekly News*.—March 4th, 1919.

Portsmouth Town Council have acquired a site of about 522 acres at a cost of £50,000.—*Portsmouth Evening News*, February 21, 1919.

Hitchin Rural District Council have decided to erect 473 houses in their district. It is estimated that the cost of each house would amount to £700.—*Hertfordshire Express*, March 8th, 1919.

Midhurst Rural District Council have acquired sites in the various parishes of the district, at a fixed price of £80 an acre, for the erection of 30 houses.—*Sussex Daily News*, February 27, 1919.

Birmingham City Council hope to erect 5,000 houses during the next twelve months. The land at the disposal of the Corporation for building purposes comprises some 1,160 acres besides two areas at Yardley Wood (372 acres) and Quinton (520 acres) which it is proposed to develop as independent communities each with its own shopping centre. The houses to be provided will consist of three rooms up and three down in addition to a bathroom upstairs. In connection with these schemes it is estimated that application will have to be made for 100,000,000 bricks, 50,000 cubic feet of timber and 100,000 superficial feet of glass.—*Birmingham Post*, February 19th, 1919.

Dudley Town Council have applied to the L. G. B. for sanction to borrow £5,225 for the purchase of land at Netherton from the Earl of Dudley, on which it was proposed to build 94 houses. Two sites at Red Hill had been given to the Corporation and application was made to borrow £875 for the purchase of an adjoining site. On the total area at Red Hill it has been decided to erect 132 houses.—*Birmingham Post*, March 8th, 1919.

Rugby Rural District Council have decided to start a scheme for 500 workmen's dwellings and it is proposed to begin with 56 semi-detached houses at New Bilton. These houses will contain a living room, parlour, scullery, 3 bedrooms, bath, etc. The rent suggested is 12s. 6d. a week, which will leave £700 p.a. to be met by Government subsidy.—*Birmingham Post*, March 8th, 1919.

Nottingham City Corporation have decided to approach Lord Middleton with a view to purchasing from him the Wollaton estate, comprising 4,000 acres. It is proposed to develop the estate on garden city lines with provision, in addition to houses not more than 12 to the acre, of ample grounds for allotments and for recreation purposes.—*Nottingham Guardian*, March 4th, 1919.

Chapel-en-le-Frith Rural Council have purchased several sites for the erection of 138 houses. The sum requested for a site at Dove Dale was stated to be £605 per acre.—*Sheffield Independent*, February 18th, 1919.

Derby Town Council have under consideration a scheme for the erection of 446 houses in all—220 on $76\frac{3}{4}$ acres of land near Osanton Park Road, purchased in 1914 for £104 per acre, 66 on 8 acres of land in Stenson Road which the owners are prepared to sell for £3,600 and costs, and 160 on 17 acres which can be acquired for £375 per acre and costs. The houses are to be limited to 10 per acre and two types are suggested, 339 containing parlour, living-room, scullery, three bedrooms and bath-room, to be let at 12s. per week and the others containing no parlour to be let at 10s. per week. The total capital cost of the scheme is estimated at £347,138 and the average annual loss on each house £37.—*Derby Daily Telegraph*, March 1st, 1919.

Torquay Town Council have adopted a recommendation to erect 150 working-class houses on 28 acres, for which the owners were prepared to accept £8,400.—*Western Morning News*, March 5th, 1919.

A NATIONAL HOUSING POLICY

A Memorandum submitted by the Garden Cities and Town Planning Association at a deputation to the President of the Local Government Board, on February 20th, 1919.

WE desire to represent to the President of the Local Government Board that the dimensions of the present housing problem provide an opportunity for the adoption of the garden city principle as a national policy. That principle has been maintained by the Garden Cities and Town Planning Association for a period of twenty years, and has been put into practice at the town of Letchworth, with results that, we believe, indicate very clearly its social and economic value. The significance of the present situation is that it arises when the increasingly definite demands of the working classes for improved conditions of life are accompanied by a powerful movement on the part of industry for better manufacturing facilities, and by a pressing need for agricultural reconstruction. It is because the garden city principle is believed to be a means by which the whole range of these demands may be approached with some hope of meeting them, that we wish seriously to urge its recognition upon the Government.

The fact that the provision of workmen's houses has now definitely been accepted as a national responsibility brings within reach the formation of a settled housing policy for the country as a whole. That policy cannot, however, be formed so long as housing is upon a purely emergency basis ; it requires to be considered in relation to the problems of town planning, transit, and the location of industry, with which housing is inseparably connected. We believe that in view of the nature of the problem, it is of the first importance that no time be lost in preparing the foundations of a sound policy for the future.

We venture specially to suggest that as the financial conditions under which building will be conducted remove the provision of houses from the influence of the law of supply and demand, the adoption of a principle of distribution that will be consonant with the national interest is a matter of extreme urgency. To leave the building of houses to the demands of local authorities or employers of labour, without control based upon national policy, will be to plunge into economic and social confusion from which escape may be difficult. For example, the effect of the Government subsidy will be to relieve the great towns of certain economic checks to expansion, with the result that their traffic, health and municipal difficulties may be intensified. In the absence of a survey of the country as a whole, in which account is taken of the possibilities of scientific planning, it is impossible to deal effectively with this question. But it must surely be clear that it must be faced, otherwise houses may be built in uneconomic situations and become an increasing burden upon the community.

The provision at great expense of tramway and other travelling facilities in the great towns is no solution of their housing problems. The expenditure of time, energy and money upon travelling, as well as the discomfort that is endured, are factors that are becoming appreciated, and the objection to them on the part of labour is likely to increase. Already the demand has been made that journey time shall be paid for, and it is obvious that any standard working-day may need to be preserved. The cost of travelling in the great towns may thus be thrust upon industry with results that do not need to be commented upon.

Further, by building in and around the great towns, land of a high price has to be used, with the result that the value of development is lost to the community.

Sound housing finance requires that the increased land value produced by development should be enjoyed by the State jointly with the local authority ; the increased land value would then be a set-off against the loss incurred in building. This advantage can only be secured by building on land of agricultural value ; and that, we suggest, can only be done by a combination of housing and industrial development organized on a large scale.

We venture, therefore, to ask the President to consider the following proposals :

That in conjunction with the Minister of Reconstruction a committee be appointed to report upon the possibility of the development of new industrial centres on the garden city principle.

That in connection with the proposed new Housing and Town Planning Bills, provision be made to establish a National Town Planning Commission for the country as a whole, with powers to initiate schemes and to act through Regional Commissioners in co-operation with local authorities in setting the provisions of the Acts in motion. The Commission to be composed of experts appointed by the Government, representatives of local authorities, and representatives of employers and Trades Unions.

LECTURE SCHOOLS ON HOUSING

The Association is making arrangements for the following four Lecture Schools :

Newcastle, April 11th to 13th.

Cardiff, May 9th to 11th.

Oxford, April 17th to 21st.

Exeter, May 16th to 18th.

These Lecture Schools aim at providing free intensive training for lecturers and speakers who are willing to devote part of their time to speaking and lecturing under the auspices of *any* organization.

Newcastle School opens with a public meeting to be addressed by Capt. Reiss and others, on Friday, April 11th, at 7.30 p.m., in the Literary and Philosophical Society's Hall, Westgate Road, Newcastle. The course of lectures commences on Saturday, April 12th, in Kinnaird Hall, Y.W.C.A., Saville Place, Newcastle. The Northern Organizer of the Association, Mr. F. D. Stuart, The Homestead, York, and the Local Organizer, Miss Merz, 131, Pilgrim Street, Newcastle-on-Tyne, are responsible for the arrangements.

Oxford Easter Holiday School.—The authorities of Barnett House have kindly lent Barnett House as the Headquarters of the School. The lectures will be delivered at Balliol Hall by permission of the Master of Balliol. The opening lecture will be given on Thursday evening, April 17th, at 6.30 p.m. Good Friday will be free. On Saturday Mr. Raymond Unwin, F.R.I.B.A., will deliver two lectures. There are ten lectures in the series. Among the other lecturers are Capt. Reiss, Mrs. Sanderson Furniss, Mr. H. Tuer Shawcross, and Mr. C. B. Purdom. There are indications that many people will avail themselves of this opportunity of combining a holiday with serious study. Applications for tickets have been received from places as far away as Yorkshire and Suffolk. Full particulars and tickets can be obtained from the Organizing Secretary at the central offices of the Association.

Cardiff.—The Cardiff Lecture School is being organized in conjunction with the Welsh Housing and Development Association, and commences Friday, May 9th. The local arrangements are in the hands of Mr. P. J. Evans, the Secretary of the Welsh Housing and Development Association.

Exeter.—The Mayor of Exeter is to welcome the members of the School at the

Guildhall, Exeter, on May 16th. Lady Owen will give an afternoon reception. Saturday and Sunday, May 17th and 18th, will be devoted to lectures. Miss E. A. Dangerfield, Acting Hon. Secretary, of the Committee for Promotion of Social Study, 17, Gandy Street, Exeter, is the local organizer.

TOWN PLANNING AND HOUSING

The following is from a leading article in the "Times" of February 24th, 1919:

A LABOUR deputation on housing which saw Dr. Addison last week urged that any satisfactory housing scheme should be national, not local; but Dr. Addison stuck to his plan, and would have none of the suggestions that were made to him. He was quite right in refusing to mix up the question of housing, which is one of great urgency, with reform of the rating system, taxation of land values for local purposes, and a municipal income-tax. There is no more thorny subject in administration than the incidence of local taxation, and his instinct to take the line of least resistance is in this matter a sound one. Yet we are not sure that he gave its full value to the suggestion of the deputation that our housing scheme ought to be national and not left to the initiative of local government bodies. To the suggestion made by the deputation that our housing scheme should go in for town-planning, and, if necessary, for the construction of new towns, he objected that under the existing law it took four years to get a town-planning scheme through. If that be so, it is time that we had a more efficient and smooth working town-planning Act than the present one, which, if we remember rightly, was Mr. John Burns's when he was at the Local Government Board, and is a dismal example of how these Acts should not be drafted. The great objection to splitting up our housing schemes amongst scores of local bodies is that the unit of local government in this country is for the most part too small. Many towns are already scandalously congested, and the best provision of new houses for the people who work in them might often lie outside the town boundaries altogether. Yet it is hardly to be expected that local bodies will construct houses in the territory of neighbouring bodies of which they may be already perhaps jealous. It is hardly possible as things are to over-estimate the amount of friction and the absence of anything like co-operation between neighbouring local government bodies.

That, we imagine, was one of the reasons why the Labour deputation preferred a national scheme. One can understand why Dr. Addison wants to get on with the building and resists all projects which he thinks will delay the putting of the work in hand. And yet the work should be done well. Perhaps the easiest way out of the difficulty would be to extend the powers of the eight Housing Commissioners whom the Government propose to set up, one for each of eight districts into which England and Wales are to be divided. The Government propose to recoup the loss of local bodies on their housing schemes above the proceeds of a penny rate, and as they are paying the piper so much they should call the tune. If the control of the Commissioners were made to extend over the situation and the placing of the new houses, as well as over other matters, some of the advantages for which last week's deputation pleaded might be secured. One feels that what we really ought to have is compulsory co-operation of various local bodies within a great district for carrying out schemes of this kind; and perhaps when we have time to give to the improvement of our local government we shall find that something analogous to the French Prefect is desirable. The "particularism" of local government is a vice that every crisis in the lives of the people—like this of housing—exposes anew.

ANSWERS TO TYPICAL QUESTIONS

The following questions or something like them are asked at nearly every meeting on housing; our speakers may like to take a note of the answers that are suggested.

What guarantee has a local authority that the Local Government Board will not require the houses to be let at higher rents than the local working people can pay?

The rents to be charged will be agreed with the Local Government Board before the scheme is approved. The rents in each case will be the best that can reasonably be expected, and will not be based upon cost.

What steps will be taken to see that subsidised houses are occupied by working men, not by people who can afford to pay better rents?

The local authority will be responsible for seeing that the houses are occupied by members of the "working classes." The term "working classes" has not yet been defined for the purpose of the new schemes.

Will the houses built under the new scheme be available for clerks, school teachers, and people of similar occupations?

This depends upon the definition given to the term "working classes." We must see that it is sufficiently wide to include such persons.

What can be done by a local authority if its scheme is delayed by the Local Government Board?

Under such circumstances a local authority should draw public attention to the matter. The Garden Cities and Town Planning Association will be glad to hear of any such case and to assist in getting attention specially drawn to the matter by the department concerned. It is unlikely that delay will arise over any scheme that is reasonably well prepared, and it should be remembered that the Housing Department of the Board has been entirely reorganized for this special work.

When a local authority has got its scheme approved, how soon will it be possible to start building?

As soon as contracts can be settled with the builder or builders.

A local authority wants a piece of land for its scheme which the owner refuses to sell because he wants houses of a better class erected. Should the local authority use its compulsory powers?

If there is no other suitable land available, or if the demand of the local authority to use the land in question is reasonable, it should certainly use its compulsory powers.

Will it be possible for a tenant to purchase his house?

Section 14 (1) (a) of the new Housing Bill gives a local authority power to sell houses erected by it. The Bill also makes certain amendments in the Small Dwellings Acquisition Act, 1899.

Are workmen earning £10 a week to have the new houses?

Yes. But in districts where such wages are paid the subsidy will not need to be so great as in other places.

THE GARDEN CITIES AND TOWN PLANNING MAGAZINE

INCORPORATING · THE · HOUSING · REFORMER

Vol. IX. No. 5

MAY, 1919

Within the next three years the Government hope to get built half a million houses, for which purpose about £300,000,000 of public money will be spent by local authorities and public utility societies. The Garden Cities and Town Planning Association is asking for £10,000 to carry out an educational campaign throughout the country to see that this huge sum is spent to the best advantage. Will you help?

NOTES OF THE MONTH

THE HOUSING BILL

The Housing Bill will be well in Committee by the time this MAGAZINE appears. We hope that one or two amendments will be accepted by the Government in order to enable local authorities to provide land for purposes that should be regarded as incidental to housing schemes. In the first place there should be power for local authorities to acquire land for houses generally, for it is not desirable that whole areas should be given up to houses of one class only. Further, it is necessary that housing should be carried out in relation to industry, and for that purpose local authorities should have power to acquire land, lay it out and lease it for industrial purposes. And, finally, powers should be given to the Local Government Board to carry out in conjunction with county councils, or the local authorities, large schemes of town development on the garden city principle. There are other matters that need consideration, it is true; and there is the whole question of the basis of the price to be paid for land, which brings us to the Acquisition of Land Bill. But the chief matter which still remains to be dealt with in connection with the Housing Bill is that of town planning. The Bill, as it stands, merely simplifies procedure under the Act of 1909; there is no attempt to touch the large questions of town planning and development, which are national as much as local questions. It can safely be said that no big housing scheme can be satisfactorily handled unless it is based upon a plan for the town as a whole. Yet there is hardly a town that possesses such a plan, and there is no means by which a town council that wants to build a lot of houses can be made to carry out the provisions of the Town Planning Act. It is clear that, at the very least, we need powers for the Local Government Board to compel local authorities to prepare a comprehensive plan of their area wherever large building schemes are to proceed. More than that is needed, of course; for it will be madness to subsidize half a million houses out of the public purse and not to see that those houses are placed not simply where local authorities can be induced to ask for them, but where they will be a substantial factor in national reconstruction.

LONDON HOUSING PROBLEMS

The case of London is a good instance of the need for larger town-planning conceptions and more comprehensive powers. The housing problem in London is essentially a problem in town development, and depends for its solution, as everyone

can see, not upon the preparation of a housing scheme, however large or good, but upon some means of treating the whole question of the extension and development of the London area. None of the proposals at present put forward for dealing with the problem has, in our view, the slightest chance of success, with the exception of Mr. Rees Jeffreys' Bill for a Development Authority. The London County Council has definitely turned down the proposal for the appointment of a joint committee for Greater London, which had the almost unanimous support of the sectional conferences of the local authorities concerned after six months' discussion. A Town Planning Board for the Home Counties, with power to deal with the development of the area as a whole, is the one way out of the difficulty. And we need a dozen such Boards throughout the country.

THE BUILDING TRADE'S OPPORTUNITY

There can be no doubt that once the new housing schemes get under weigh the building trade will enter upon a period of great prosperity. There can be no doubt also that unless it is found possible to hit upon some better method of working in the trade than has been the rule in the past, the schemes will be delayed and prosperity will be indefinitely postponed. The uncertainty of the present situation is already holding up the new houses ; and it is clear that if the great task of re-building England is to be properly undertaken it will require a thorough re-organization of the trade. We have all heard about the low rate of production adopted by bricklayers in this country ; but that is only one symptom of general unhealthiness. We venture to say that there are few great industries so honeycombed with bad practices and scamped workmanship, supplied with such inferior material, or so much at the mercy of monopolists of all sorts as the building industry. It is idle to blame one section of the trade without taking into account the state of the trade as a whole. The hope of better things lies of course with the trade itself, and it is encouraging to realize that the Industrial Council for the Building Industry, known as the Building Trades' Parliament, is one of the most complete and satisfactory of the councils set up under the Whitley scheme. In the Preface to the Constitution of the Council occurs the following : " This Council is the outcome and expression of a desire on the part of organized employers and operatives in the building industry to render their full share of service towards the creation of a new and better industrial order. . . . The hope of the future undoubtedly lies in the intimate and continuous association of both management and labour, not for the negative purpose of adjusting differences, but for the positive purpose of promoting the progressive improvement of their industrial service, from which alone the national prosperity can be derived. . . . No one engaged in constructive work can fail to respond to the tremendous call of the big job, and the task to be faced to-day is the greatest problem in social engineering that the world has ever seen." The prospect of a new spirit in the building industry is indicated in these words, and if that prospect is fulfilled we shall see a new standard of activity in the trade. The Council has set up a Development Committee and we hope that Committee will find it to be among its functions to suggest a method by which, in particular, the new housing schemes may be carried out with expedition, with genuine economy, and with sound workmanship. In view of the large proportion of building costs that are absorbed by labour, of the comparatively small capital that the building industry can work upon, and of the standardization of prices that will be adopted in connection with the housing schemes, an opportunity seems clearly to be indicated for the Building Parliament to undertake, either itself or through some body acting on its behalf, the responsibility for the execution of these schemes. The task of national housing seems appropriate to a national building

industry, and we hope that the Council will find it possible to accept the task. By that means we may get a better system of production and greater stability in the trade to the advantage of all concerned.

THE BURDEN OF PHYSICAL UNFITNESS

The figures that have just been published giving the results of the medical examinations of recruits for the services (they will be found on another page of the MAGAZINE) would have startled any people not hardened, as we are, to the disagreeable facts of modern life. They would startle even us, could we but realize not merely the burden they show to be thrust upon society, but that the deliberate creation of unfitness is part of the normal social process. There is not a man or woman in this country who should not be aware that the conditions under which the mass of the people live are certain to produce unfitness, and that those conditions are preventable. That we do not attempt to act in the light of that knowledge will bring us under a judgment from the sentence of which we shall not escape. It is difficult to understand the foolishness of a people that pays year after year in actual money, to an increasing amount, the cost of this physical inefficiency, without any serious attempt to understand its incidence or to remove its causes. Medical statistics and reports become ominous in their reiterated warning ;| but our indifference has become a habit.

AGAINST THE GREAT TOWNS

A little more than two years ago Dr. W. A. Brend published his book *Health and the State*, in which he preferred the most serious indictment of the great city that has been made in our time. He showed in that book conclusively that the great towns were the main causes of physical unfitness ; and in the course of a careful argument he made it plain that they were destructive, not merely because of their bad housing conditions (which were on the whole no worse than those in country districts), but because of the environment they produced. He came to the conclusion that unless we definitely altered our methods of town building, the vast sums of public and private money spent on curing disease, and the legislative measures designed to deal with unfitness would continue to be ineffective. Dr. Brend's attack upon the great towns has been powerfully re-enforced by Dr. Leonard Hill in a recent paper read before the Royal Society of Arts on *Infant Mortality and Housing*. The main theory of Dr. Brend was that the unhealthiness of the great industrial areas was due to the pollution of the air with coal and other dust, and to the diminution of light by the same cause. Dr. Leonard Hill does not accept that theory ; he declares that " it is not the chemical impurity but the physical conditions of close air which make for discomfort and impoverish health." He finds the causes of high infant mortality in the conditions of town life which deprive the child of the cooling and evaporative powers of the atmosphere. " While high buildings and close cramping together of buildings shut out the free movement of air in big towns, the people occupy tenement dwellings wherein the air is stagnant, humid, warm, and the cooling and drying powers exerted on the respiratory tract and skin are low." " The one great need of a child," he declares, " is freedom to play in the open air. . . . Every child must be given such opportunities by the reconstruction of industrial quarters as garden cities." The evidence against the great towns is piling up ; one of these days we shall perhaps take it into account and put a stop to their extension. Until we do, we shall go on, with the best intentions and the most admirable plans, intensifying their evils to the limits of endurance. It will then be realized that the overgrowth of towns is not only a loss to the country as a whole but does not pay even the towns themselves.

THE TRANSPORTATION BILL AND HOUSING

BY GEORGE S. C. SWINTON

PERHAPS we can scarcely be surprised that the first impressions of the Transportation Bill have not been entirely favourable, for its scope is so immense and its interference with old-established ideas and customs so sweeping that naturally many people are nervous. I do not propose here to deal with any of its submitted disadvantages, or even with any of its admitted advantages other than those which have to do with housing; but there, unquestionably, the general purpose of the Bill should have the support of all who desire the well-being of the nation. For remember what housing means, or should mean now!

When opening the debate on the 17th of March, Sir Eric Geddes is reported in *The Times* as making these statements:

"We have realized, perhaps in the last year or two, that without a go-ahead system, a vitalizing system of transportation, the health and housing of the people . . . cannot possibly be achieved."

Again:

"The Government say that some system of unified control of transportation is necessary."

And yet again:

"Transportation is the greatest power that we have for bringing prosperity to the community and for developing the districts served by it."

Next day, when closing the debate, Mr. Bonar Law is reported:

"It must be made possible for people to go and live outside the districts where they work."

Then, from the other side, comically sandwiched between these speeches, appeared a letter in the same paper, written before the debate, from an unfortunate new member of Parliament:

"No Sir—The Government would be better advised to take in hand at once housing, which is the tap-root of nearly all that is evil in this country to-day, and not to waste the time of the House . . . etc."

It would be difficult to bring into closer juxtaposition the bad old short-sighted views which have caused our housing troubles up to now, and the new knowledge which we hope will supersede them in the future. For, at long last, the men who have to deal with these matters have learnt and announced to the world that, whoever is to undertake housing, be it the State, the Local Authorities or private enterprise, transportation facilities and communications should be arranged not after but before great assemblies of people are gathered together.

The novel science of Town-Planning entailed the absorption of many ideas undreamt of two generations ago and not seriously considered before the birth of this century, and there are still some who think of nothing but the erection of beautiful, useful and comfortable buildings, and others looking only to the acquisition of lungs, playing-fields, gardens and trees. All these are necessary, and they should never be absent from town-planners' minds, for beauty is priceless, and they should work to retain all the advantages of the country-side, remembering that whenever a second group of cottages is put down beside an earlier group the two should grow together. They must realize that the sun is a prime necessity in our climate, that

shelter from cold prevailing winds is wanted, and that anything which poisons the atmosphere with smoke or fumes, bringing ugliness and perhaps disease, should be kept down-wind. They must note that many people may prefer to sleep some distance away from the factories and offices in which they spend their days. But these are obvious things, which should be axioms with all public bodies—for they are face to face with them every day.

But scientific town-planning and city-planning goes far beyond that. There are things less obvious, things requiring a wide prescience, and unfortunately men who take large or long views are often condemned as dreamers by the man of action, the man who has the reputation of “getting things done”—“and at once.” It is natural in this hustling age. Still, when we talk of town-planning a locality we should realize that what is to-day an open country-side may to-morrow be thick with buildings, that villages will sometimes grow into towns, that often within the span of a man’s life towns have become cities, and that communications are infinitely the most important necessity of any massed population. Town-planning should mean the laying down of a skeleton framework on which the coming town may extend itself, with its arteries expanding commensurate with its growth. Otherwise you risk discomfort, congestion, disease and death.

Health demands that water must come first, to drink, to drain off dirt, and, if it is in sufficient volume, to carry goods cheaply. It is probable also that water will always remain the best conveyer of sewage. I wonder how many inhabitants of our wonderful healthy London have any knowledge of the complexities and the cost of the vast drainage system hidden deep beneath their feet, and realize that miles of pipes and conduits have to be added every year!

After water come the roads, for the ordinary movements of the people, whether foot or carriage-passengers, and for the goods they require. Some of these must be main roads, rights-of-way, which will for all time permit of through traffic, and therefore such roads must be elastic.

An attempt should be made to ensure that as the population increases they may always be equal to its needs. What will easily serve a “garden-suburb” may in a few years’ time be required to serve an industrial city further on.

Radiating from every centre, and linked up at convenient intervals by circular unblockable belts, we should have avenues, “Garden Roads” I have called them in the past, made as economically as possible, with their frontages for building kept far back. For one decade these avenues might be only a string of allotments, by the side of which could run a track enabling a motor-omnibus to bring out the workers, night and morning, to tend their flowers and vegetables. The second decade might find the allotments narrower and the road wider, with houses beginning to appear. The third might see something like the old Marylebone Road; and the fourth or fifth an even wider Kingsway, with pipes and tunnels tucked beneath the surface, a high street, affording all the up-to-date city advantages, but still a real speed-road.

And it is the same with railways, not only with their lines but with their stations, their shunting yards and their junctions. All these require space, and to meet their requirements the space ought to be allotted years ahead, while the land is not only cheap but unencumbered. Remember that the rise in value of open land matters little in comparison with its occupation by buildings which block development.

And, as time goes on, we shall also need passage for gas-pipes and wires innumerable and other connections as yet unthought of, connections which can be got at without difficulty or undue disturbance.

Perhaps the surface and crust of the earth will in the future be somewhat relieved by communication through the air, but aircraft will always require considerable space for starting and landing. An eagle cannot rise from a confined cage even if you take the top off it. It is unlikely that many clerks or shopmen will in the future fly back and forward from the roofs of their dormy-houses to other roofs covering their places of business in a crowded city ; and, though wireless telegraphy and telephony may soon be expected, light and heat and power by wireless sounds dangerous!

Think then of our troubles in the past, of our plans for the future, and let us realize the difficulties which have to be overcome, above all the conflicting interests and the Authorities with interlocking and limited areas and jurisdictions across which through-lines of communication must fight their way. To some, development is anathema ; they wish to be left alone ; they do not want people. To others, it is a crying necessity. Here we have the Country and the Town forced up against each other. Who is to judge between them ?

Few thinking men and women have by now failed to understand not only that our actual cities are too large but that the growth of population round about them is becoming harmful and frankly ridiculous. In the past people herded close together for their advantage. To-day the advantage lies in the other direction. The march of science is expanding everything. Why, any longer, should men outbid each other for acres of land when square miles are to be had, and at a smaller price ? Why should not new cities arise ? " They will ruin our peaceful country-side," say some. " They will wreck our humming workshops," say others. Well—individuals must not be selfish even in their love for the beauties of nature ; and business men must be hopeful that when workmen are housed under better and brighter conditions, labour troubles will become less acute. But garden cities cannot be a success unless their communications are assured. The manufacturer will say, " How are my raw materials to arrive and my finished products to depart ? How is carriage going to affect my prices and my profits ? " We come back then to the question of transportation. Who is there strong enough to drive communication ways across the land save some paramount department of the State acting in the interests of the whole community ?

Therefore we who have looked helplessly and almost hopelessly at this ever swelling trouble of a congested population, and studied the methods by which the arteries might be made and expanded and the people spread out comfortably over the wide open country, have long realized the prime need of some co-ordinating and supervising authority, somebody able to suggest and assist proposals, somebody who could make them possible, having the power—in the last resort—to insist that a good scheme shall be carried out.

Our housing troubles have come upon us solely through the absence in the past of a controlling and all-pervading foresight. This Transportation Bill may be bureaucratic, even tyrannous in other directions, but so far as it deals with housing, something on its lines is long overdue, is absolutely necessary, and must be for the good of the country.

THE HOUSING MANUAL

By R. L. REISS

THE Local Government Board's new *Manual on the Preparation of State-Aided Housing Schemes* should be in the hands of all who are interested in the preparation of Housing Schemes whether of Local Authorities or Public Utility Societies. Clear and lucid, with no unnecessary verbiage, advanced in its conceptions, it is a model of what a Government publication should be. The real tragedy is that this Manual was not in the hands of Local Authorities and others last year, instead of the hopeless memorandum which was then sent round to the authorities. It costs 2s. 6d., but it is well worth the money. The main fault to find with it is that it is printed in an inconvenient form.

The Manual opens with a memorandum dealing with the general considerations which should govern the preparation of Housing Schemes. It explains that the Housing Commissioners who have been appointed will assist Local Authorities and Public Utility Societies in the preparation of their schemes. It states the kind of financial assistance which will be given and the conditions which will have to be complied with in order to secure this assistance. Local Authorities will require to make a preliminary estimate of the number of houses immediately required. Most authorities have already done this ; but in order to ascertain whether this estimate is correct the Board recommends that " regard should be had to any special degree of overcrowding or prevalence of houses which are unfit for habitation or for one reason or another fall definitely below a reasonable standard, to the amount of building in the past, to the probable rate of increase or decrease of the population during the next few years, to any anticipated industrial developments, and to any special increase or decrease of population which has taken place owing to war conditions or is likely to result from the termination of those conditions." It is clear that the intention is to take a comprehensive view of the whole problem. It is pointed out, however, that the preparation of a scheme should not be deferred pending a detailed survey of existing buildings. The " task of the moment is to ascertain the number and class of houses immediately needed and to proceed with their provision."

The next matter touched upon is the selection of the locality for the Housing Schemes. In selecting these localities regard should be had to :

- (a) The probable future development of the town or district based on a forecast of growth and town-planning requirements.
- (b) The accessibility to industrial, social, educational and recreational centres.
- (c) The sufficiency of transit facilities for building materials and for the occupants of the houses.
- (d) The prospect of obtaining, at reasonable prices, suitable land, having due regard to health and amenity.

Having decided on the best general location of the scheme, the actual site must be selected. In addition to the points above mentioned, a number of other matters are required to be considered in order to secure that the site chosen is the best possible one. These are explained in the sixteenth paragraph of the Memorandum. It is pointed out " that the lay-out should, in addition to satisfying utilitarian requirements, develop the order and individual character of a good design. By so planning the lines of the roads and disposing the spaces and the buildings as to develop the

beauty of vista, arrangements and proportion, attractiveness may be added to the dwellings at little or no extra cost." The Manual shows that thousands of pounds can be saved by care and foresight in the making of the roads, at the same time increasing rather than decreasing the amenities of the site.

The final matter considered is the planning of the house. As to this, detailed advice is provided. The question arises whether there will be materials to carry out the schemes when prepared? The Manual states that the Director of Building Material Supplies is purchasing, on behalf of the Government, bricks, tiles, slates, drain-pipes, cement, washing coppers, ironmongery, sanitary ware, etc. It is pointed out that every Council should, before inviting tenders, ascertain the nominal prices of these articles, which price should be used as a basis for tendering. The figures will subsequently be adjusted in accordance with the actual prices. It is urged, however, that this proposal for standardization gives no reason whatever for any delay by the Local Authorities. Supplies will be available immediately they are required.

So much for the Memorandum itself. There follows a series of appendices of a most valuable character dealing with: (1) Lay-out of Schemes; (2) Roads; (3) Drainage Arrangements; (4) Houses; (5) Summary of steps to be taken; (6) Forms to be used by the Local Authorities; (7) Form for the Statement of Estimated Annual Receipts and Expenditure.

Appendix 8 deals with Compulsory Purchase of Land, and readers are reminded that the New Housing and Town Planning Bill, clauses 9—10, deal with compulsory acquisition. In appendices 9, 10, the Local Government Board's Circulars of February 6th, 1919, and March 24th, 1919, are printed in full. These Circulars deal with the financial assistance to Local Authorities and Public Utility Societies respectively.

Appendix 11 gives a list of Government publications dealing with Housing, such as reports of Committees. Appendix 12 gives the regional areas and headquarters of the District Housing Commissioners.

The volume concludes with twelve cottage plans, some of them similar to the Tudor Walters' Plans, but with elevations. These plans are on a much larger scale than in the Report of the Tudor Walters' Committee and are clearly reproduced.

If I had to select any special part of the Manual for recommendation it would be the first appendix, which deals with the lay-out of schemes. In addition to much valuable information and diagrams, there is a reproduction of the lay-out scheme submitted by a Local Authority and approved by the Local Government Board for land much of which is a very steep slope. It is one of the most valuable and instructive illustrations of the use of contour lines that I have seen. It is a pity that we are not told which Local Authority prepared this scheme, as the time is now ripe for the preparation of white and black lists of Local Authorities; the white list consisting of those authorities which are doing work worthy of special recommendation, the black list to contain the names of those who ought to be publicly pilloried.

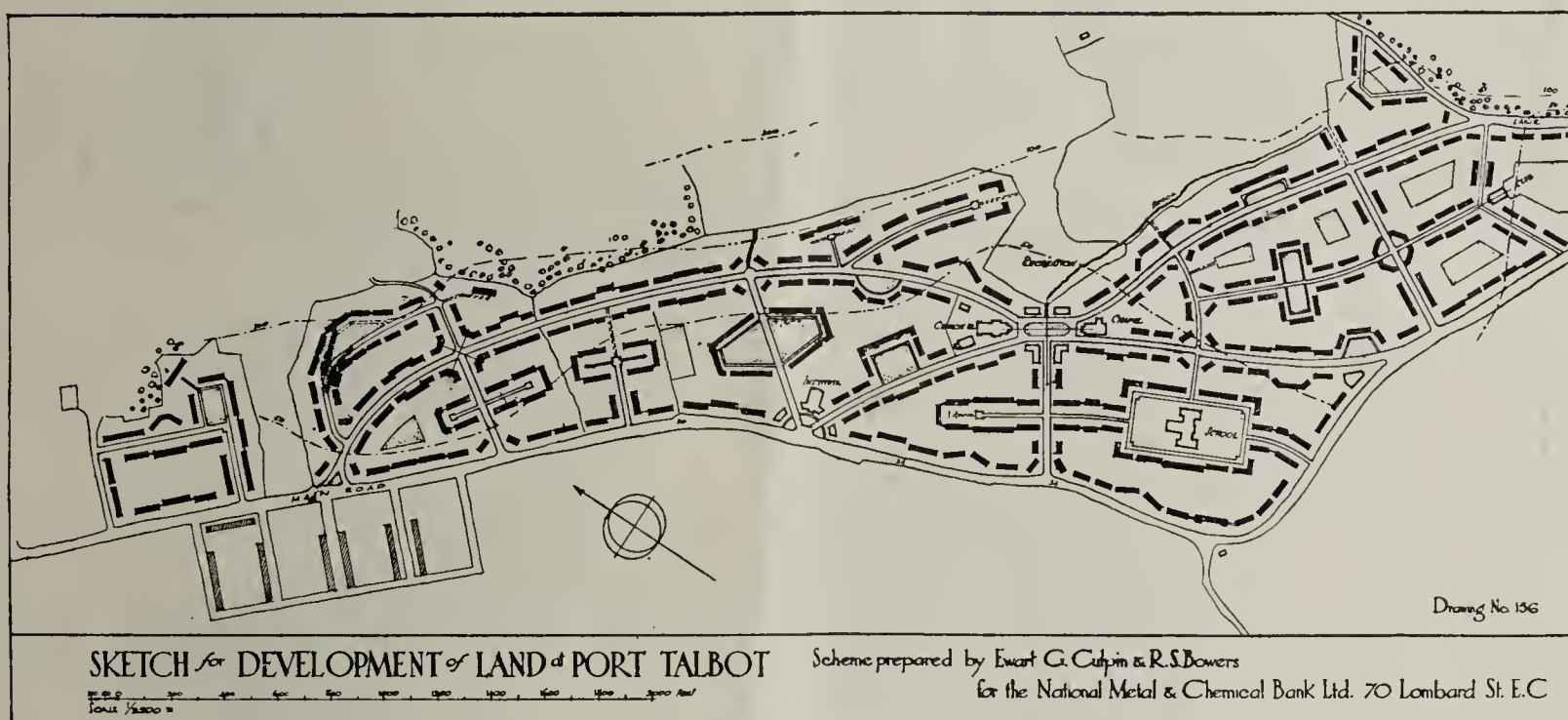
After the publication of this Manual, there should be little excuse for any Local Authority delaying the preparation of their scheme or preparing a bad scheme. Its publication is one of the first-fruits of the re-organization of the Housing Department of the Local Government Board. Dr. Addison, Sir James Carmichael, Mr. Raymond Unwin and the others responsible for its preparation and issue are to be congratulated.

NOTE.—Copies of the Manual can be obtained from the Offices of the Association. Price 2s. 6d.; post free, 3s.

SOME PUBLIC UTILITY SOCIETIES' SCHEMES

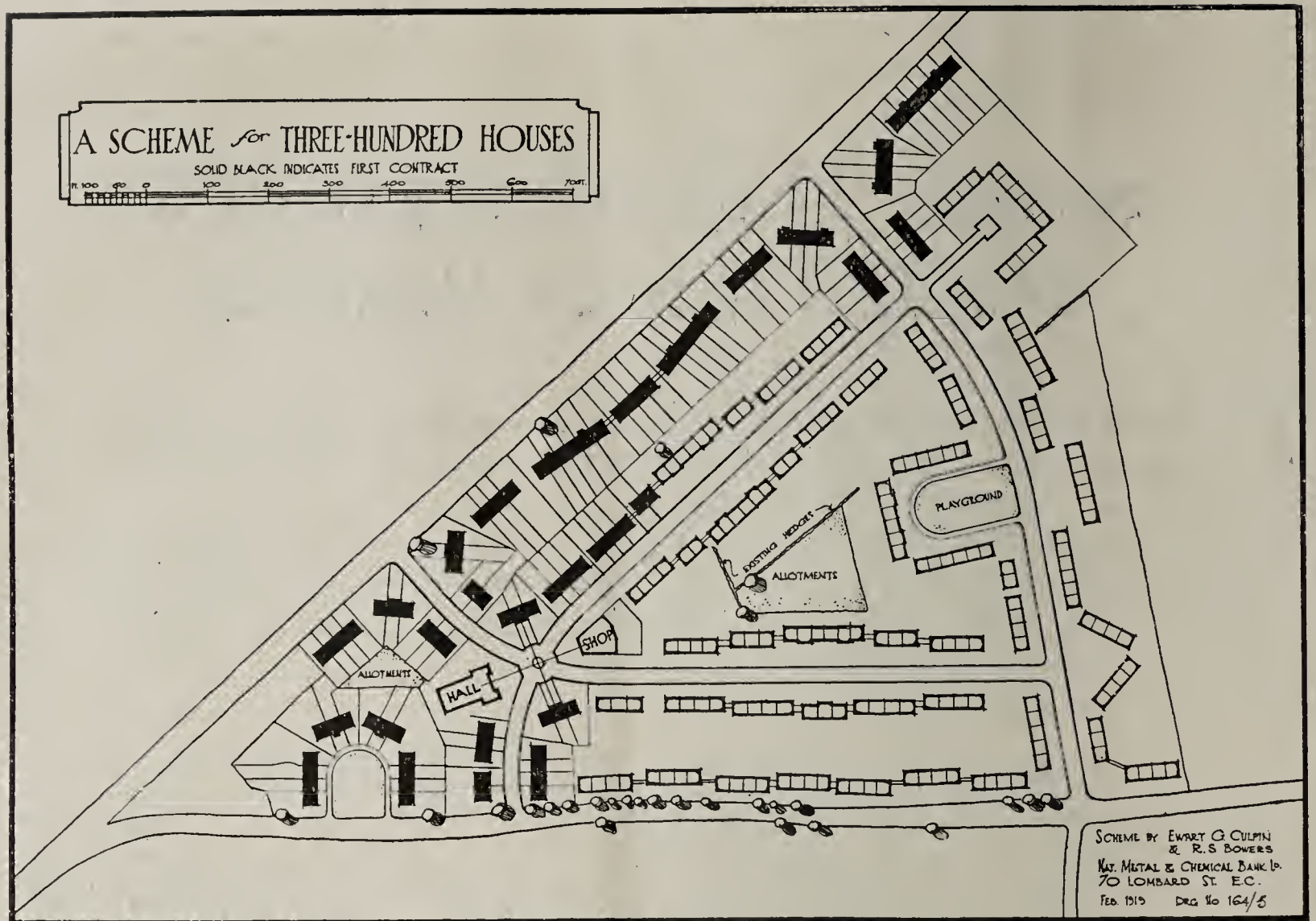
THE accompanying plans are examples of housing schemes which have been promoted by Public Utility Societies in connection with big manufacturing concerns in various parts of the country.

The scheme at Port Talbot (South Wales) is for a society formed in association with new steel works which are being erected by Messrs. Baldwins Ltd. It will provide for from 1,200 to 1,500 houses on the site shown. Other land is contemplated

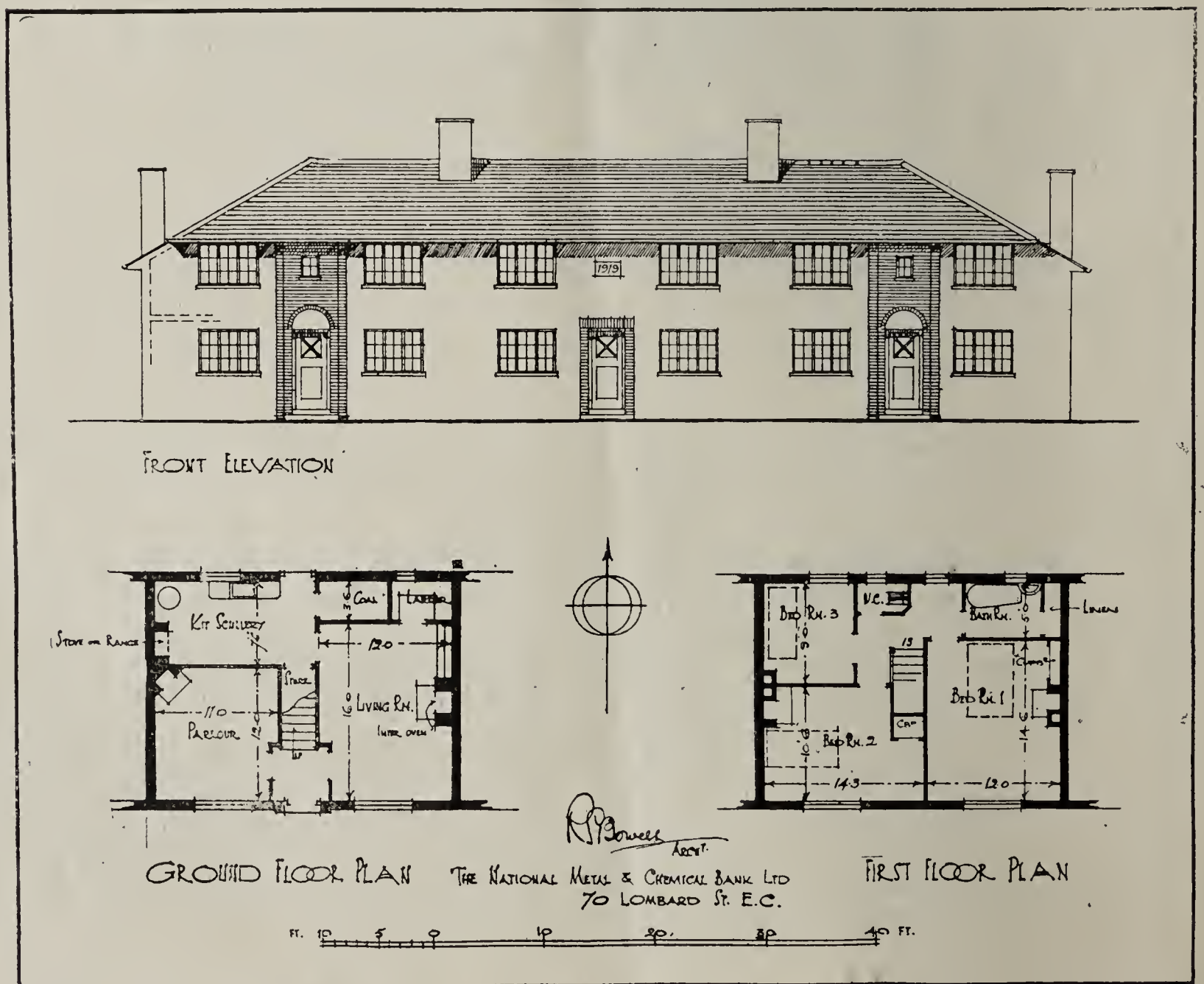


in the neighbourhood for a further scheme and the local authority have a proposal for 500 houses. The present conditions at Port Talbot are deplorable, and it is stated that over 2,000 houses are needed at once.

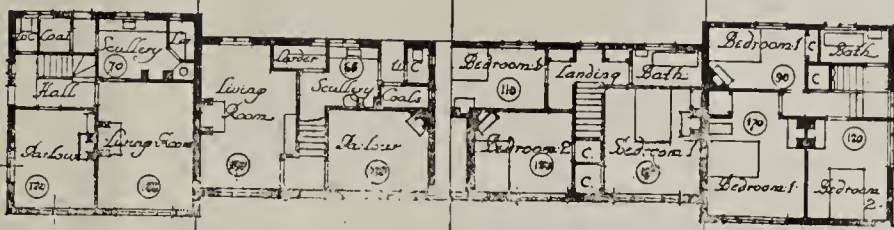
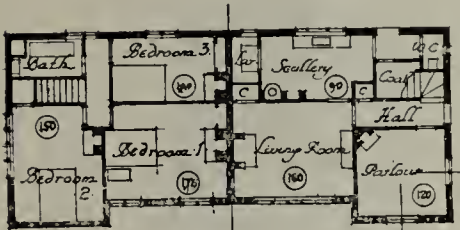
The special feature of the plan given on the next page, which has been prepared for a society formed by the Sentinel Wagon Company at Shrewsbury, is the fact that provision is made for a hot water supply to each house. Arrangements have been made to utilize in the housing scheme the surplus energy produced by the electric power plant for the works; instead of providing a costly and ugly condensing plant, the steam will heat a supply of hot water for the cottages sufficient both for domestic purposes and for heating. The scheme shows a total of three hundred houses, of which one hundred are being proceeded with at once. In both schemes it will be noted that ample provision is being made for public and communal buildings. The two schemes are being carried out by the National Chemical and Metal Bank Ltd., whose Housing Manager is Mr. E. G. Culpin.



The lay-out at Shrewsbury.



One of the house plans for the Shrewsbury Society.



One of Messrs. Thompson & Hennell's plans for the Lincoln Scheme.

Drawing No. 400



The preliminary lay-out plan for the Swanpool Garden Village, Lincoln.

The Swanpool Garden Village Limited, the plans of which are given on page 91, is a society of which Colonel Ruston, of Messrs. Ruston and Hornsby, Lincoln, is Chairman. The plans have been prepared by Messrs. Thompson and Hennell. The site consisted of about 230 acres, upon which approximately 2,000 houses were to be built, but since the draft site-plan which is reproduced here was prepared a further 140 acres have been secured and a new plan of the whole area is being drawn up. The site consists of level land, not far from the works, to the east of Lincoln. The central feature of the site is what is known as the Swanpool, which is to be cleared out and made available for boating.

Around the Swanpool has been reserved a large open space, and the trees will be left standing. On the west side there is a recreation and cricket ground, and this again will be practically surrounded with trees. Immediately to the south of the Swanpool is shown the Central Square. In this open space will be erected an Institute, and in due course a Church and a Free Church. At the end of the road running north the schools will be erected, and on the main road running into the estate from Lincoln a large block of shops.

Several open spaces are also arranged, for tennis courts, bowling greens, children's playgrounds, orchards or allotments, so that when completed it will be seen that the estate will comprise the essential elements of a self-contained community and every branch of social life will be catered for.

In the Institute there will be arranged a large central hall for meetings, concerts, winter recreations, etc. In the east wing there will be on the ground floor, a billiard room, writing and reading rooms, etc., for the men. On the first floor will be rooms for the ladies for sewing, reading, writing, and committees. In the west wing will be a large children's playroom on the ground floor, and a café for the use of all.

On this estate, in addition to the open spaces provided for recreation and other purposes, each plot will average about 140 feet by 30 feet, which is equal to ten houses to the acre, with the exception of corner plots and plots round the bend of the roads; and it will be seen from the plan that these come either larger or smaller. This is useful because some tenants require only a small garden while others like a large one.

It is proposed to arrange for all classes of the community, and to meet the requirements of residents with either large or small families. There will be cottages with a living room, scullery and two bedrooms for elderly people or newly-married couples, and various other types, up to houses with a living room, parlour, kitchen, scullery, and four or five bedrooms; and in addition there will be small flats for old people.

It is at present proposed not only to provide central heating and hot water supplies, but also to provide electricity for lighting and cooking.

Efforts are being made at Lincoln to secure the interest of the workmen; the plans are submitted for their criticism and the criticism of their wives, and the active interest of the Trades and Labour Council has been sought, with the result that the scheme is being supported with enthusiasm and will be carried out by a committee which is representative of the employers and the men.

A CONFERENCE OF PUBLIC UTILITY SOCIETIES

A CONFERENCE convened by the newly-formed Federation of Public Utility and Co-operative Housing Societies was held at Central Buildings, Westminster, on Friday, April 11th, 1919, presided over by Lord Henry Cavendish Bentinck, M.P. In his opening remarks, the Chairman pointed out that local authorities during the five years preceding the outbreak of war had erected rather less than twice the number of houses built by Public Utility Societies in the same period. The Public Utility Societies had been among the pioneers of improved conditions with regard to the laying out of land and the planning and style of the dwellings. They were therefore deserving of encouragement and of Government help to enable them to continue their contribution towards the settlement of the housing problem.

Among those present were Sir Frank Newnes, Bart. (New Eltham Tenants Ltd.), Professor Patrick Abercrombie (Liverpool University), Captain Harri Williams, and Messrs. Edward Backhouse (Pioneer Trust Ltd.), John M. Biggar (Glasgow Garden Suburb Tenants Ltd.), E. G. Bentley, H. G. Chancellor, E. Dillon Clarke, J. Thomson Clothier (Street Tenants Ltd.), C. Murra Hennell (Swanpool Co-operative Housing Society Ltd.), F. M. Elgood (Ruislip Manor Cottage Society Ltd.), H. C. Lander, Bryce Leicester, T. Alwyn Lloyd (Welsh Town Planning and Housing Trust Ltd.), P. R. Marrison (Barry Port Garden Suburb Ltd.), J. Cole Morland (Glastonbury Tenants Ltd.), S. G. Poole (Coventry Garden Suburbs Ltd.), C. B. Purdom (Garden Cities and Town Planning Association), H. R. Shury (New Eltham Tenants Ltd.), R. O. Smith (Brentham Homes Ltd.), H. Jones Thomas, J.P. (Chairman, Barry Garden Suburb Ltd.), and H. F. Wagdin (Woodside Garden Suburb Ltd.). Mr. E. F. C. Mosse, of the Local Government Board, was also present.

The Conference confined itself to the consideration of the Housing Bill and the Memorandum dealing with Financial Assistance to Public Utility Societies.

The following seven resolutions proposing amendments to the Bill were carried unanimously in most cases.

Clause 15. Section 1. Line 13.

Add: "And where such Society is desirous of erecting houses for the working classes which in the opinion of the Local Government Board are required and where the Society is unable to secure a suitable site by agreement such Society may require the Local Authority to put in operation its compulsory powers and after acquisition to deal with the land pursuant to Section 14 in such manner as the Local Authority think fit."

The effect of this addition will be to decrease the difficulty in obtaining land for the use of Societies.

Clause 15, Section 2, Line 25.

Add: "and the provisions of Section 4, Sub-Section (A) of the Industrial and Provident Societies Act 1893 shall not apply to a Local Authority or County Council acting under this Section."

Unless this or some equivalent amendment to the Bill is adopted by the Government, a Local Authority will not be able to invest more than £200 in the shares of a Society—this limit of investment being imposed by the section of the Industrial and Provident Societies Act above quoted.

Clause 17, Section 2, Sub-Section c, Lines 35 and 36.

Delete: "during such period as may be specified by the Board with the consent of the Treasury."

Clause 17 of the Bill authorizes the loan on mortgage of 75 per cent. of the cost of land and buildings—but during a limited period only. The fourth schedule of the Bill repeals Section 4 of the Housing, Town Planning Act 1909 which authorized advances up to two-thirds of the value. As the Bill now stands Societies at the end of this limited period will be able to borrow only 50 per cent. under Section 67 of the Housing of the Working Classes Act 1890.

Clause 18, Section 1, Line 17.

After "provisions" insert "of Section 80 of the Highways Act 1835 and"

Clause 18 provides for the relaxation of bye-laws respecting streets and buildings constructed in accordance with plans approved by the Local Government Board, but it omits to remove the statutory barrier to the taking over by the Local Authority of certain streets so approved.

Clause 18, Section 1, Line 21.

After "Local Government Board" insert "and such new Streets may be adopted by the Local Authority accordingly."

This resolution is consequential on the preceding one and gives the Local Authority power to take over such streets as have been referred to in the previous amendment.

Clause 25, Line 1.

After "means" insert "an *authorized Society within* the meaning of the Housing Act 1914 or"

The effect of this resolution is to define a public utility society as any society, company, or body of persons approved by the Treasury, whose objects include the erection, improvement, or management of dwellings for working classes, which does not trade for profit, or whose constitution forbids the payment of any interest or dividend at a rate exceeding six per cent. per annum. The adoption of this definition in practice would enable such companies as the First Garden City Ltd., Hampstead Garden Suburb Trust, Ltd., the Welsh Town Planning and Housing Trust Ltd., as well as the "housing trusts" recognized by the Bill (*e.g.* Bournville Village Trust) to obtain similar assistance from the Government and from Local Authorities as that applicable to public utility societies, subject of course to the same safeguards and restrictions.

Clause 25, Line 17.

After "enactments" insert "under the Highways Act 1835 or"

This is an amendment with reference to the construction of the expression "building bye-laws" and follows in consequence of the resolutions relating to Clause 18 above. Unless the amendments to Clauses 18 and 25 are incorporated in the Bill, Local Authorities, however willing, may be unable to take over streets that do not comply with bye-law and statute. A case in point was cited. On one estate the roads have been constructed in agreement with the Local Authority and in accordance with the provisions of its Town Planning Scheme. Owing to the provisions of the Highways Act the Local Authority cannot take over the roads until the Town Planning scheme is finally approved and in the meantime the estate has to bear the expense of the maintenance of the roads.

The Conference proceeded to discuss the Memorandum issued by the Treasury pursuant to Clause 16 of the Bill. As this memorandum was printed in full in last month's MAGAZINE readers will have no difficulty in following the effect of the five following resolutions which were passed. The pages and lines quoted refer (in this case) to the pages and lines in the MAGAZINE.

EXCHEQUER SUBSIDY. Page 68.

Line 3 of Section 1.

After "40 per cent." insert "which may be extended to 50 per cent. at the discretion of the Central Authority."

Line 6 of Section 1.

After "source" insert "and at whatever rate."

Section 3.

Delete the entire section.

PROCEDURE. Page 69.

Line 4 of Section 5 (v).

After "increase" insert "is in accordance with Statute or"

Line 1 of Section 5 (XIII).

After "Local Authority" insert "or Authorities if any who shall have assisted the Society under Section 15 of the Act."

Only the first of these four proposals provoked any difference of opinion. This difference centred chiefly round the point as to whether Societies could operate satisfactorily under the financial assistance offered. The general opinion seemed to be that this was only possible where Local Authorities offered generous assistance or in cases where employers found the margin of 25 per cent. of capital not provided for by the Government advances at a purely nominal rate of interest. The ordinary tenant society with neither municipal assistance nor philanthropic investors was an impossibility under the conditions offered. Regret was expressed that nothing had been proposed to encourage investment by tenants, which in the past had so largely contributed to the success of public utility housing.

Mr. J. Coleby Morland, J.P. (Chairman of Somerset County Council Public Health and Housing Com.), considered no rural housing could possibly be done by Societies under the terms offered and that few if any Local Authorities would assist in rural districts unless any loss incurred in encouraging Societies was borne by the State if such loss was in excess of the product of the penny rate. The Conference was informed that several Societies had offered the undeveloped portions of their estates to the Local Authorities.

The undertaking imposed by Section 3 under the heading Exchequer Subsidy was considered an impossible condition for any Society to accept. The attempt to saddle a Society with the burden of repayment in 50 or 80 years' time of the subsidy necessitated by present conditions was felt to be unjust. It was said that the need for such a proposal was not apparent, as Clause XIII of the Recommendations as to safeguard provides for surpluses on dissolution being paid over to the Local Authority.

Considerable discussion took place on several other points, *e.g.*, the definition of working classes, the ineffectiveness of the regulation permitting tenants to become shareholders on equal terms, and the committee was requested to go into these matters with a view to suggesting more workable conditions. In addition, the Committee was desired to see whether some better arrangement with regard to subsidy could not be obtained than that provided by the discretionary increase of the 40 per cent. grant to 50 per cent.

WHAT IS BEING DONE

(I) *By the Government.*

IN continuation of the list of Housing Commissioners given in the last number of the MAGAZINE, the following further appointment has been made by the Local Government Board: Region 4, Area Wales and Monmouth, with a centre at Cardiff, Commissioner to be Mr. Arthur Lloyd Thomas, F.S.I. Mr. Thomas is a Welsh-speaking Welshman, resident at Pontypridd, and has had very large practice as architect, surveyor, arbitrator, and adviser to local authorities.

Major Douglas Wood, F.S.I., A.R.I.B.A., has been appointed Commissioner for Region 6, with a centre at Nottingham, in place of Mr. F. E. P. Edwards, F.R.I.B.A., who was unable to take up the position.

It is announced that the machinery for dealing with housing schemes at the Local Government Board has been overhauled with a view to speeding up consideration by the departments concerned. The schemes have to be dealt with at the Local Government Board, first by the administrative, then by the technical side. The Local Housing Commissioners in most cases have only just entered into occupation of their local offices, but already they have established touch with the local authorities, and a majority of them have received housing schemes for consideration. Most of the schemes submitted to the Commissioners are in the preliminary stage, namely, that of suggested sites for houses, but in a few cases further progress has been made.

The Commissioners have, in several cases, been able to bring about the promotion of new schemes, and in other cases where schemes were already on foot to speed up the preparation and consideration of them by their promoters. Time was saved in several cases by the Commissioners being able to induce local authorities to hold special meetings for the consideration of schemes, rather than to wait for their next ordinary meeting.

One of the most important questions to be faced is the provision of the raw material for the houses, and in this direction the Ministry of Supply is prepared to offer help where it is required. Inquiries made on behalf of the Government indicate that no building operations by local authorities need be stopped for want of raw material.

Since the Government first took steps to reopen brick and stone works and to obtain the release of pivotal men, much progress has been made. At first lack of coal and of manual labour was experienced, but the Coal Controller lent his help to supply the fuel, and it is believed that all labour difficulties in connection with brickyards and stone works will have been overcome in another week or two. The reopening of some of the small brickyards has presented difficulties owing to lack of capital, but it is believed these will shortly disappear.

Supplies of sand, gravel, slates, and nails have dwindled very much, but the prospect of a demand is said to be enough to secure the necessary amount. There has undoubtedly been a dearth of the high-class variety of timber, but it is held that there is sufficient in the country for immediate needs, and that there is no reason to believe that any building need be stopped for want of timber. There is, in addition, a very good supply of high-class timber available for export in Sweden when shipping can be provided.

The material of which there is a real need is paint, due to the lack of white lead. The white lead is now being made, but as the process of manufacture takes four

months the deficiency is likely to continue for some time. It is suggested that interior woodwork should be stained and varnished for the present.

The Local Government Board have issued a detailed statement of the schemes submitted by local authorities up to the end of March last [Cd. 115]. It can be obtained from the office of the Association, price 3d., post free. Since the beginning of April the Board have issued to the Press a Weekly Housing Report, giving the number of schemes submitted each week and the stages they have reached.

The Board have sent a copy of the new Housing Manual (reviewed on p. 87) to every local authority and county council in the country.

In his speech in the House of Commons on the financial clauses of the Bill (April 14th), Dr. Addison said that it is estimated that 100,000 houses will be erected during the current financial year, and 200,000 during each of the following two years. If the houses cost £500 each it is estimated that, after making allowance for those authorities who can borrow for themselves, the Treasury will have to raise £125,000,000 for these houses; if each house cost £600 the sum would be £150,000,000. It was further stated that if the loss on each house averages 5s. per week all round (which is estimated on a basis of the houses costing £600, with an allowance of 5 per cent. on the rent for expenses of management, and 10 per cent. for repairs) the annual contribution from the State for the 500,000 houses will be £6,500,000. On the question of rents, Dr. Addison made the following statement: "We propose to issue in the near future to local authorities, for their general guidance in respect both of rents and procedure of accounts, a general instruction which will indicate that in our view they ought to aim, by 1927, at getting a rent equivalent to a commercial rent on at least two-thirds of the present cost, that is to say, if a house now costs £600 to build we should, by 1927, by way of rent, receive the rent of a house which cost £400."

(2) *By the Local Authorities.*

Up to April 19th, 1919, local authorities had submitted to the Local Government Board over 900 schemes for sites for houses, of which the number approved has not been stated; 187 lay-out schemes, of which the number approved to date was 71; and 140 house-plan schemes, representing 8,748 houses, of which the number approved to date was 67, representing 3,435 houses. It should be remembered that in many cases a single local authority has submitted a number of schemes.

Aforton (Norfolk) Urban District Council, in search of land for their housing project, were asked by one owner a price working out at £1,350 per acre.—*Birmingham Post*, March 26th, 1919.

Dudley Town Council have been recommended to purchase from Lord Dudley 33 acres of land for the sum of £9,000.—*Dudley Herald*, March 29th, 1919.

Otley District Council propose to purchase 20 acres of land on which it is intended to erect 150 to 200 houses with an average of about 10 to the acre. The estate is to be laid out with no backroads, an open space in the centre, and a garden to each house. The cost is estimated at about £100,000.—*Yorkshire Observer*, March 27th, 1919.

Birmingham Corporation have received through the Civic Society an anonymous gift of £15,000 towards the purchase of open spaces in connection with their town planning schemes.—*Daily Mail*, April 11th, 1919.

Whittington and Newbold Urban Council are to purchase 3 $\frac{3}{4}$ acres at New Whittington from Lt.-Col. J. Morton Clayton for £350.—*Sheffield Daily Telegraph*, April 2nd, 1919.

Redditch Urban District Council have decided to make application to the Local Government Board for sanction to borrow £86,922 for the purpose of erecting 206 houses on land belonging to the Council on Bedley Hill.—*Redditch Indicator*, March 29th, 1919.

West Hartlepool Town Council propose purchasing 176 acres of land at an average price of £238 per acre. This land would be sufficient for about 1,850 houses.—*Northern Daily Mail*, April 2nd, 1919.

Rotherham Town Council have decided to purchase 109 acres at an average price of £111 per acre. Other purchases are contemplated. The total expenditure on the housing scheme will be about a million and a half.—*Yorkshire Post*, February 6th, 1919.

Folkestone Town Council have applied to the Local Government Board for permission to purchase 21 acres of land at a cost of £6,400 or, roughly, £300 an acre.—*Municipal Engineering*, April 3rd, 1919.

TWO MEN IN THREE UNFIT

The following is from an article by the Medical Correspondent of "The Times," April 4th, 1919.

THE results of the inquiry into the nation's health as revealed by the recruiting medical boards are likely to surprise even those who were prepared for bad figures. So far as information is at present available the situation is deplorable, nothing like half of the men examined having proved healthy in a military sense.

Here, for example, are a few figures which, if unofficial, are yet sufficiently accurate for practical purposes :—

Out of every nine men examined—

Three were fit for service and were good lives ;

Two were more or less unfit, but able to do something ;

Four represented wreckage of one kind or another, some of it hopeless, most of it preventable.

The picture for the whole of the country will, we believe, be found to average out something after this fashion :—

Fit men, 36 per cent.;

Fairly good men, 23 per cent.;

Unsound men, 31 per cent.;

Totally incapacitated, 10 per cent.

This, it will be seen, is a very gloomy estimate. We must, however, realize that many a man unfit for military service is yet fit enough to earn his living. That being allowed for, it has further to be borne in mind that the examining boards were anxious to pass as many recruits as possible. Indeed, during the critical days of last year every man who could reasonably be expected to help was urgently required at the front. There can be no doubt that had the boards been working on a civil rather than on a military basis the picture would have been different, in some instances better, in others worse.

Roughly speaking, however, the physically fit men in this country amount to about 36 per cent. of the population at a conservative estimate, the unfit to 64 per cent. In other words, there are very nearly twice as many unfit as fit men.

It will, we think, come as rather a surprise to Londoners to find that their city does not compare favourably with other parts of the country in this respect. The following percentage table may be taken as an anticipation of what the figures will reveal ; it is, of course, entirely unofficial :—

	<i>Average for country.</i>	<i>London.</i>	<i>Scotland.</i>	<i>Wales.</i>
Fit	36	28	44	46
Impossible ..	10	12	8	7

It will be seen that Wales is estimated as likely to be much better than the rest of the country, with a high average of acceptances and a low average of total rejections. Scotland comes next. London is in both cases worse than the average for the whole country.

These figures, of course, are very incomplete and may even, as we have explained, be misleading unless the special circumstances are borne in mind. But they do

serve one purpose. They emphasize the burden which the fit men are called upon to bear, and they strengthen the demand of the fit for measures to relieve them.

It is a truism that the fit have had to die for the unfit during all these years of war. But we are apt to forget it. The fit have also had to work, to make sacrifices of comfort, of home, of pleasure, of business, for the unfit. And now they must get to work to help to support some part of the unfit in asylums, in hospitals, in prisons, to feed and clothe them, to keep their children, to pay their share of the nation's expenses for them, and so on.

It is thus a matter of great importance to the fit part of the population that the unfit part should be reduced in numbers. We think that if this fact is grasped, public interest in public health will quicken enormously.

A CINEMATOGRAPH EXHIBITION OF HOUSING SCHEMES

THE first exhibition in this country of cinematograph films showing the garden city at Letchworth, the recent Government housing schemes at Well Hall and Gretna, the garden villages at Port Sunlight and Bournville, and the Hampstead Garden Suburb, will be given at the Alhambra Theatre, Leicester Square, London, on Thursday, May 22nd, at 3 p.m. His Royal Highness the Prince of Wales has honoured the Council by accepting an invitation to attend. The theatre has been kindly lent to the Association for the purpose by Sir Oswald Stoll. The President of the Local Government Board (Dr. Addison) will be present, and Mr. Raymond Unwin (Chief Architect to the Housing Department of the Local Government Board) will give an explanatory lecture. Invitations are being sent to all members of the Association, members of both Houses of Parliament, the Housing Staff of the Local Government Board, Mayors of London Boroughs, and Chairmen of Urban and Rural District Councils in the Home Counties, members of Housing Committees, Medical Officers of Health, Public Utility Societies, and others. It is hoped that members of the Association will do their utmost to make this exhibition a success. The object is to assist in giving publicity to good housing schemes, and to stimulate interest in the Association's Housing Campaign, for which £10,000 are required. Tickets may be had on application to the Organizing Secretary, 3, Gray's Inn Place, W.C. 1, and seats will be allotted in order of application.

THE OXFORD LECTURE SCHOOL

THE Easter Holiday Lecture School at Oxford proved a great attraction. Members came from all parts of the kingdom, and there were visitors from Australia, Canada, United States, Norway and Russia. In all, there were over 100 students, representing many branches of social activity. So keen were some of them that they cycled from places as far distant from Oxford as Cowes, Yeovil, and London. Practically every aspect of the housing question was discussed. One of the most helpful discussions was on local organizations, in the course of which personal experiences were given of how local apathy and official obstruction had been overcome. Those members who were just beginning to fight for better housing conditions went away equipped with information of how to get things done in their own localities. That the School was much appreciated by the members is shown by the following spontaneous resolution, which was carried unanimously :

“ That we members of the Lecture School wish to express our high appreciation of the work being done by the Garden Cities and Town Planning Association, and recognize the Association as the educative force in the solution of the urgent problems of housing and town planning, and pledge ourselves to support the movement in our own districts.”

The members were welcomed by the Master of Balliol, who kindly placed Balliol College Hall and a lecture room at the disposal of the School. Barnett House Committee allowed their premises to be used as a place of meeting for members, where plans were exhibited and literature displayed. On Easter Sunday a special service was held in Balliol Chapel when a sermon was delivered by the Rev. H. H. Gibbon.

Some of the members of the School were not content merely to admire the beauty of the Oxford buildings and gardens : they found time between lectures to poke into out-of-the-way corners, and in the shadows of some of the colleges and churches they found insanitary houses, crowded together in ugly courts and passages.

FUTURE ARRANGEMENTS

Exeter.—Arrangements are completed for the Lecture School at Exeter, May 16th to 18th. Application for tickets should be made to the Hon. Secretaries, 17, Gandy Street, Exeter.

Cardiff.—A Lecture School is being organized in conjunction with the Welsh Housing and Development Association. The School commences Friday, May 23rd, and will be continued until the 25th. Tickets and particulars may be had from Mr. P. J. Evans, 38, Charles Street, Cardiff.

Letchworth.—It is proposed to hold a Summer School at Letchworth during the first week in August, commencing Saturday, August 2nd. Full particulars will be announced later. Intending members should write as early as possible to the Organizing Secretary of the Association, 3, Gray's Inn Place, W.C. 1.

Regular weekly visits will be arranged throughout the summer to Letchworth, Hampstead, Well Hall, and Crayford.

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construction should read

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Edited by W. R. HUGHES, M.A.

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LECTURES. Arrangements can be made for lectures by competent speakers on housing, town-planning, the garden city and related subjects in any part of the country. The lectures can be illustrated by lantern slides or cinema films if desired.

LITERATURE. The Association issues a series of leaflets, illustrated pamphlets and other publications, particulars of which can be obtained on request. *The Garden Cities and Town Planning Magazine* is published monthly, the yearly subscription including postage being 6s. Lecture notes for speakers are obtainable. All current books on housing, town-planning, etc., together with Government publications are supplied by the Association at the published prices.

LIBRARY. The Library of the Association at 3, Gray's Inn Place, is available for the use of members. It contains a large number of English, American and other books.

LANTERN SLIDES. Sets of lantern slides can be supplied on hire at a nominal charge. There are three standard sets made up illustrating (1) The Garden City Principle, (2) Town Planning, (3) Housing. A description of the slides accompanies each set.

EXHIBITIONS. Plans and diagrams dealing with practically every aspect of housing, town-planning and the garden city can be arranged for local exhibitions.

INFORMATION BUREAU. The Information Bureau supplies information to all inquirers. Any questions or difficulties that may arise in connection with housing and town planning schemes are promptly dealt with.

PUBLIC UTILITY SOCIETIES. Advice and assistance is given in the formation of these Societies, model sets of rules are provided, and registration can be effected through the Association.

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THE GARDEN CITIES AND TOWN PLANNING MAGAZINE

INCORPORATING · THE · HOUSING · REFORMER

Vol. IX. No. 6

JUNE, 1919

Within the next three years the Government hope to get built half a million houses, for which purpose about £300,000,000 of public money will be spent by local authorities and public utility societies. The Garden Cities and Town Planning Association is asking for £10,000 to carry out an educational campaign throughout the country to see that this huge sum is spent to the best advantage. Will you help?

NOTES OF THE MONTH

PROGRESS WITH THE HOUSING BILL

The Housing Bill has passed through all its stages in the House of Commons, and in the process has been considerably strengthened. It remains, however, more than ever a piece of emergency legislation, and points straight to new legislation within the next two years. We agree that the Bill gives a new direction to housing reform and provides a means by which at least a beginning may be made to fixing a high standard of housing in this country. The powers that it gives to local authorities to deal with insanitary property and to provide new houses, and the duties that it throws upon them in those connections, must be made the most of. We shall do our best to get all that the Bill means thoroughly understood by the public in order that no opportunity that it offers may be missed. The gravity of the housing problem is increasing, and it is the duty of every citizen to take a practical and immediate interest in the matter. At the same time the Association will not cease to press for a constructive national policy. The present Housing Bill is a beginning, and only a beginning. For all its good qualities it is none the less a sign of the hesitation of our legislators to face the problem with which they are confronted. No one supposes that the Bill will provide an adequate solution to our housing difficulties; and no one who watched the Bill through the House will deny that Parliament and the country would have welcomed a much bolder measure than the present one. We believe that Dr. Addison and his staff are sincere in their determination to effect a permanent improvement in the housing conditions of this country, and we shall support them to the utmost; but we trust that as the necessity for that larger attack upon the problem becomes clear to them they will not fail to prosecute it.

PUBLIC UTILITY SOCIETIES

The position of Public Utility Societies remains practically unaffected under the Bill as amended. There is a new power of acquisition of land, which in its present form is not likely to be of much use; and the terms of financial assistance have been incorporated in the Bill. The Government resisted without much difficulty the attempts to increase the amount of the financial assistance. No really good case was made out in Committee for such an increase, which means that a good deal was

left unsaid on behalf of the societies. The truth of the matter is that the normal method of meeting the need for houses will have to be action by the local authorities, the public utility society coming in to meet exceptional circumstances. Where an employer wants a large number of houses and is prepared to finance a society, or where there is a class of people who can pay an economic rent, or where there are philanthropic people willing to lend money for nothing, or where there are working men who can afford to put down a few hundred pounds, a public utility society can be formed with some prospect of success. We think these are the only cases ; but they are by no means negligible. We observe that three societies have already started building, giving the lead to hesitant local authorities.

COMPULSORY TOWN PLANNING

The acceptance by the Government of a compulsory town-planning clause to the new Housing Bill is evidence of the growing public appreciation of the necessity for town planning. The clause was forced upon the Government and finds a place in a Bill which was not designed for so radical a change. The town-planning clauses of the Bill were merely intended to be amendments of procedure. Dr. Addison declared before the Bill was introduced that town planning was too big a subject to be tackled in the present emergency, and he repeated the statement several times during the various stages of the Bill through Parliament. But public opinion was clearly against him, and after going the length of putting down a clause giving power to the Local Government Board, where they thought fit, to require local authorities to prepare and submit town-planning schemes, the President has had to go the whole way and accept the principle of general obligatory planning. The credit for this, so far as it can be given to one man, is clearly Mr. H. R. Aldridge's. He has worked for compulsory town-planning in season and out of season for many years, with a persistency and ability that have at last met their reward. We offer him our hearty congratulations upon the success of his efforts. The acceptance of this principle will be a landmark in the development of Britain, for it brings town planning definitely within the area of practical politics. The immediate significance of this legislative advance must not be overlooked. In the first place the obligation that it imposes will not be felt for another six years. In the second place, it is obviously no more than the preliminary to further legislation. There can be no doubt that if it had been sought to throw the obligation to prepare schemes at once upon local authorities the attempt would not have succeeded. The approval which was given in Committee to the principle was accompanied by unmistakable misgivings as to town planning in practice. A prominent member declared that " I have had schemes submitted to me that have almost made my hair stand on end, because they have not shown the smallest conception of what town planning really means." And he clearly had the majority of the Committee with him. It was the absurdity of embarking upon great schemes of house building without some sort of effort to deal with town planning that made the new clause inevitable in spite of everything that could be said against it. When the Bill becomes law there will be a great responsibility thrown upon town planners, and particularly upon those interested in the garden city movement, to see that in the interval of six years the public mind is fully educated upon town planning. There is much hard work still to be done before town-planning schemes can be prepared that will not produce worse results than the old haphazard system. The thought of 1,800 local authorities preparing 1,800 schemes from 1,800 different points of view has only to be conceived to be recognized as ludicrous. The present Bill, with all the amendments and additions to it that have been effected, is still, so far as town-planning is concerned, highly unsatisfactory.

We need a new Bill which will make possible a comprehensive scheme of development for the country as a whole ; until we get that we shall continue to play with town planning, and until we get it the more houses built under the housing scheme the greater will be our difficulties.

VANDALISM IN ARDEN

The sensation that has been caused by the proposal of a firm of engineers to establish a factory at Stratford-on-Avon points to the need of a national plan for the industrial development of the country. In the absence of such a plan industry has no guide to location, and is constantly in danger not merely of spoiling the amenities of whole districts, but of choosing sites that, in the long run, prove to be a handicap upon efficiency. It is useless to blame industry for its work of spoliation : it has no alternative. To build a factory at Stratford-on-Avon would be vandalism of the worst kind ; for the town is a historic site which should be preserved in the national interest. Its county is the heart of England, and if that beautiful expanse of meadows, woods, and the gentle Avon cannot be kept for our delight and the delight of our children it will be lamentable. It is true that the burgesses of Stratford-on-Avon, some of whom are awake to the present danger, have allowed a good deal of rotten development to proceed in their midst ; and it is also true that the powers of which they could have become possessed for controlling the development of the town have so far been disregarded ; but now that they are awake they should not be permitted to go to sleep again. It should come as a shock to the people of this country that an aluminium works can be built within a few hundred yards of Shakespeare's birthplace, and nobody can stop it. What threatens Stratford-on-Avon threatens every district in the country, and until we resolutely face the problem of the location of industry we shall continue to live under the threat and to suffer the consequences.

BUILDING MATERIALS

There can be little doubt that much of the delay in connection with the restarting of building is due to uncertainty with regard to the cost of materials ; and where that uncertainty is removed, it is often to disclose the fact that prices are extraordinarily high. The explanation is to be sought in the control exerted by the various combines in the building material trades. There are comparatively few articles needed in the construction of a house that are not subject to this private control. Mr. E. L. Chappell pointed out the effect of these combines in an article in this MAGAZINE some years ago ; and now we have the Report of the Committee on Trusts which has a special Memorandum on the subject, the study of which we recommend to our readers. The builders, the local authorities, and the Government are in the hands of combines of manufacturers or merchants. The object of these combines is not efficiency, or the interests of the public, but so to control production " that prices will rise naturally and inevitably." It is an intolerable position for the community to be at the mercy of this form of private enterprise. The Government is attempting to get over the difficulty by buying on a large scale ; but if the cost of building is to be brought down, and if we are to have the full advantage of new inventions, designs and materials, the power of the trade rings must be broken.

THE GARDEN CITY PRINCIPLE

By C. B. PURDOM

Notes of a Lecture given on April 21st, 1919, to the Oxford Housing Lecture School, at Balliol College, Oxford.

IT has to be noted that the term "garden city" was first used in 1869 for a model residential suburb built by Alexander Stewart, on Long Island, N.Y. The suburb was built round a central park, and was carefully planned for good class houses. The owner would not sell any land, and until his death it was only leased. The place had a considerable reputation. It now contains a number of factories, the common fate of residential suburbs of great cities.

Our use of the term has, however, no connection with Stewart. It is due entirely to a book published in London, in 1898, by Mr. Ebenezer Howard, under the title of *To-morrow*, in which he described a proposal for a new type of town named Garden City. As a result of the publication of that book the term gained wide currency, and is now freely used by housing reformers throughout the world. So much is this the case, indeed, that the garden city movement has nearly become a synonym for the movement for improved housing. Although there is much ground for satisfaction in this, it needs to be recognized that in the process of popularization the term has come to be very loosely used. Attention has been drawn to this matter a number of times, not only in this country, but in France and America too. We have been made familiar with such terms as "garden suburb," "garden village," "garden settlement," and combinations of "garden" with other words. We have also such phrases as "garden city lines," and "town planning lines." Whenever people have wanted to speak of what they believed to be good practice in cottage building, site planning, or town planning, they have attached "garden" to any combination of words they have fancied, and then connected the whole thing to the garden city movement. This confusion is a serious matter; for I believe it can be shown that the term "garden city" has a precise meaning, open to no doubt. A meaning, moreover, that is possessed by no other term in current use.

The Term "Garden City."

I think we shall be doing something well worth while if we make it our first business to define our term. There is ample material for the purpose. The three main sources are these: (1) Mr. Howard's book *To-morrow*, re-issued in 1902 under the title of *Garden Cities of To-morrow*—as this is the edition that is best known, I propose to use it for the purpose of this discussion; (2) the original propaganda of the Garden City Association; and (3) the actual garden city scheme at Letchworth.

In *Garden Cities of To-morrow* Mr. Howard sets out his proposal for a Garden City. The book contains the original statement of the idea, and its authority cannot be disputed. Anyone who wants to know what a garden city means is bound, and always will be bound, to consider that book. When we come to read it we shall find that many aspects of the subject are discussed in it. There are questions of theory, and practical questions: finance, engineering, planning, municipal enterprise, agriculture, local option, the future of London, and many other matters. What we require to know for our purpose is the fundamental idea. What is the essential element in it? What part of it is characteristic and determines its nature? I do not think it is difficult to answer that question. You will find the foundation principle in these words: ". . . a healthy, natural and economic combination of

town and country life, and this on land owned by the municipality" (p. 22). All the rest of the book is but an elaboration of that sentence; and if the book be examined it will be found that, although practically all the details of the scheme, however important—even the plan of the town, and the method of its organization—are treated with a certain amount of qualification, that statement itself is never qualified, but is repeated in such a way as to leave no doubt that the public ownership of land and the unity of rural and urban interests comprise the essence of the proposal.

We find this view confirmed by the statements of those who associated themselves with Mr. Howard in the formation of the Garden City Association. In the first tract issued by the Association (September, 1899), the garden city proposal is outlined and described as "a combination of town and country possessing superior advantages over either city or country life." In the first detailed statement of the objects (1901) the same thing is insisted upon. "The idea is to bring the town to the country by the establishment of industrial centres in rural districts." Sir Ralph Neville, the chairman of the Council of the Association for many years, explained the principle over and over again. At the Bournville conference in 1901, he said that the proposals were "to purchase a site at agricultural prices . . . to lay that site out as a city, a city in which manufacture shall proceed and the labourer will find a home . . . the advantages of country life being secured by the permanent allocation of a large proportion of the site belonging to the Garden City to agriculture, and the restriction of buildings to a fixed proportion of the site purchased . . ." (*Report of Garden City Conference at Bournville*, p. 12). And later, at the same conference, he declared that the "real basis of the thing" was the "automatic rise in the value of the land which will take place as soon as you attract the people to your city," and "that increment goes to the advantage of the citizens themselves" (*ibid.*, pp. 24-5).

The literature of the movement up to the time of the establishment of Letchworth in 1903 is not considerable; but it consistently affirms these two elements of the principle and points out their advantages to manufacturers and the community at large.

It is of the first importance that in a discussion of this sort we should have not merely the abstract statement of the idea but a concrete example of it, such as Letchworth provides. There can be no question as to the main principles on which the town is based. In the original prospectus of the Garden City Company (1903) it was stated that "The exceptional features of this scheme are that the town is to be limited to a population of about 30,000 inhabitants, that the greater portion of the estate is to be retained for agricultural purposes, and that the dividends to shareholders are to be limited. . . ." And among the advantages anticipated is: "That the inhabitants will have the satisfaction of knowing that the increment of value of the land created by themselves will be devoted to their benefit." Provision is made for the ownership of the land to be transferred to the town in its corporate capacity. These twin principles are clear, and they are fundamental. I do not say that they have not been assailed, but they have been and are observed, and they give the town its character. There are other elements in the town, it is true; but they are based upon that foundation. There is the town plan, there is the limitation of houses to the acre, there is the allocation of areas for various functional purposes, and there are other points of detail. These are all important, and all necessary, of course, just as roads, drainage, and a water supply are necessary. But they do not make Letchworth a garden city, either alone or in combination. The simple elements of a garden city, that which give it its nature, are (a) the conditions that govern

land and industry in which the social claim to land value is recognized and (b) the control of urban extension. On these principles Letchworth was founded, and they are to be found at Letchworth alone.

I think that the three sources to which we have gone are sufficient to provide us with a good definition. They are original sources, and I do not know that we can add to them. In Mr. Howard's book the term we are discussing is first used, by the early work of the Garden City Association it was brought to public notice and became a cause sustained by a public movement, and at Letchworth it was put into practice. All subsequent discussion of the matter is derived from these sources. If my analysis be correct, the answer we are seeking can be given.

A garden city is a small town organized for modern industry ; of a size that makes possible a full measure of social life ; surrounded by a permanent belt of rural land ; the whole of the land being in public ownership.

I suggest that when all the conditions contained in that answer are fulfilled you get a garden city, otherwise you do not ; and I believe that the answer is a complete definition of the original proposal on the evidence that I have brought forward. If my definition is correct it follows that the garden city requires the limitation of town extension and an element of public control of the land, as well as a combination between town and country interests. We arrive, therefore, at the following formula as the contribution of the garden city movement to town theory :

(a) A town should be of a population large enough to allow of efficient industrial organization and full social activity ; but no larger. The urban area should be limited to a size requisite to house this population well, and should be surrounded by a zone of open land large enough to possess a distinctively rural and agricultural character. (b) The whole of the land, including the urban area and the rural zone, should be owned and administered in the interest of the local community.—*New Towns After the War*, pp. 41-2.

The Garden Suburb.

We may inquire for a moment into the bearing of this formula upon the other terms to which I referred at the beginning, and consider if there is any good reason for supposing that they fulfil its conditions. The term " garden suburb " is the one most frequently used ; and it is generally believed to be an imperfect form of the garden city, or, at least, the partial application of the principle. I believe the term was first used in connection with the proposal to form the Hampstead suburb in 1905. I do not think it was used earlier. At any rate, it was the Hampstead scheme that gave it currency. The definitions of the term are later, but they do not amount to much. Mr. Ebenezer Howard, in a letter to the newspapers in 1912, drawing a distinction between the garden city and the garden suburb, said : " A ' garden suburb ' provides that the normal growth of existing cities shall be on healthy lines ; and, when such cities are not already too large, such suburbs are most useful, and even in the case of overgrown London they may be, though on the other hand they tend to drive the country yet further afield, and do not deal with the root evil—rural depopulation " (cf. *Garden City Movement Up to Date*, 1913). Mr. E. G. Culpin, in an address at the Liverpool Town Planning Conference, March 13th, 1914, went a little further. He said : " Not everything that is called a . . . garden suburb has a claim to be so regarded. . . . I am struck by the appalling fact that some of them are reproducing the very evils of development which we are striving to avoid. There is no proper lay-out plan ; there is no attempt at the orientation of the houses ; there is little artistic grouping ; and there is no conception of such a thing as a street picture.

. . . A garden suburb provides that . . . the co-operative holding of land is provided for, and the dividend to the promoters is strictly limited. But not all development will be upon these lines, and we welcome every effort of those far-seeing land-owners who are developing their land upon our lines, although they might not take every leaf from our book. The private owner will not limit his return, but inasmuch as he is laying out his estate upon good lines, and is providing good houses, every one of these attempts must be mentioned" (*Transactions of Conference*. University Press, 1914, p. 149). I think I shall be right if I say that a garden suburb should fulfil the following conditions, though it would appear that a falling short in particular instances might not necessarily invalidate the use of the term. It is, however, as near to precision as it seems possible to get:

1. The area must be "town-planned."
2. There must be a limitation of houses to not more than twelve per gross acre.*
3. Provision must be made for social amenities, including open spaces.
4. As far as possible the good natural features of the site must be preserved.
5. An element of co-operative or public ownership of the site must exist.
6. The return on capital must be limited.

In the case of Hampstead, which is the typical garden suburb, all these conditions are satisfied. There you will find good site and house-planning, and a standard of land development that is a model of its kind. But it is not a town, it has no industries, and it has no relation to agriculture.

I do not think it is possible to resist the conclusion that the garden suburb is not an imperfect form of the garden city, or a partial application of its principle; it is an entirely different thing. It is a form of site-planning, though sometimes on a large scale.

That there should have been any misunderstanding is due, it seems to me, to the form of the term itself. I think people have been misled by the word "garden," believing it to be the essential element in the idea: a garden city, they seemed to think, was a city of gardens; it was simple, therefore, to connect it with any suburb, village, or even a single house that was characterized by gardens or a garden. If Mr. Howard had not called this town a "garden" city, no one would have thought of connecting the suburb method of town extension to it. It is sometimes supposed that, because there is a limit of twelve houses to the acre at Letchworth, in order that land should not be overcrowded and that all houses may have gardens, the garden to the house is the characteristic feature. And it is true that you could not have a garden city without limitation of houses, but that is because a garden city implies good modern site-planning and town development. In common with road widths, building lines and house planning, the limitation of houses is a part of good building practice. Mr. Howard did not call his town a "garden city" because each house had a good garden. In his scheme the average number of houses to the net acre was rather more than sixteen, and his smallest houses averaged a little over twenty; his town was a garden city because of the great Central Park, and the wide park-like avenues. The confusion caused by the word "garden" is similar to that caused by "town-planning." Because the garden city principle implies the preparation of a town-plan, the idea of town planning has become so peculiarly associated

* Note that the Garden City Company's regulations at Letchworth provide for a limitation of twelve to the net acre, exclusive of roads. "But gardens or greens common to the cottages or devoted to public enjoyment, if forming part of the plot and immediately adjacent to any set of houses, may be included in the area."—*Letchworth Building Regulations*, section 5 (c).

with it that " garden city lines " and " town-planning lines " have been taken to be equivalent terms. But town planning, even of the best sort, does not by itself, in the absence of precise definition, express the garden city principle, any more than does a highly organized industrial power plant, or a zoning system, or the bath in the scullery. In its evasion of the main issue, raised by the garden city movement, namely, the possibility of observing a general rule for the structure and size of towns, the garden suburb is as unsatisfactory as any other current method of building development. And a further objection is that it has the appearance of being in conformity with a principle of suburban development, which as a matter of fact does not exist. The definition I have been able to give the term above is insufficient to justify its serious consideration in connection with town theory.

The Garden Village.

It will be worth while to examine one other of the terms with which the garden city is often confused, the " garden village." The misunderstanding in this case is not so serious, nor so frequent, as in that of the garden suburb. The garden village was recognized as such in the early days of the garden city movement. Two practical examples of it already existed in Port Sunlight and Bournville, which were and still are the leading industrial villages in this country. In the letter from which I have already quoted, Mr. Ebenezer Howard says : " ' Garden villages ' . . . are garden cities in miniature, but depend upon some neighbouring city for water, light and drainage ; they have not the valuable possession of a protective belt, and are usually the centre of one great industry only " (cf. *Garden City Movement Up to Date*, p. 2). It is not a satisfactory definition, because a garden village may have its own public services, be independent of a large town and even possess a protective belt ; on the other hand it may be residential simply, under co-operative or individual control, or it may actually be in the heart of a city. Under the circumstances there seems no alternative to the view that, unless it can be more strictly defined, the term should not be used at all. Port Sunlight, Bournville, and Earswick show that it is practicable to decentralize industry and to provide good industrial housing in connection with factory development, to that extent they have a direct relation to the garden city, and I think we should endeavour to restrict the use of " garden village " to them and to villages strictly of their type. But it should be well understood that the application of the garden city principle goes a good deal further than the industrial village. Indeed, on that principle the industrial village, for all its excellent qualities, is seen to be far from a satisfactory solution of the problems of housing and industry.

(To be continued.)

THE HOUSING AND TOWN- PLANNING DEPARTMENT OF THE MINISTRY OF HEALTH

By R. L. REISS

The following is based upon the notes of a lecture delivered before a Conference arranged by the Labour Research Department, at the Caxton Hall, Westminster, on May 15th, on the Reorganization of Local Government under the new Ministry of Health.

THE question with which I am concerned in these notes is that of organization and administration. I shall not deal with any question of policy. The reason why housing and town planning come within the scope of the activities of the Ministry of Health is because bad housing is one of the principal causes of ill-health. If it were not for the fact that housing had been neglected in the past, housing and town planning would not rightly come within the purview of the Ministry of Health at all. I say this at the start because I want to get away from the idea that housing and town planning are merely a health matter. They are something very much larger than that. In fact, health is only one aspect, although no doubt an important aspect, of the whole question. Proper housing and town planning is necessary if we are to make the best use of educational facilities and of our opportunities of industrial development, and if we are to get a higher standard in regard to temperance, morality and life generally. Again, if we are to get a revival of rural life we are bound to tackle the rural housing question on a large scale.

Thus, while the new Housing and Town Planning Department will be a portion of the Ministry of Health, it must have close liaison with other Departments of State. The Department itself will have a very wide subject-matter to deal with. It has to superintend the administration of the Acts including the powers of local authorities with regard to slums and slum clearances, and it has to deal with the production of new houses and incidentally with materials and labour for those houses. It has to supervise town planning and I hope, in the future, regional planning and even the planning of the country as a whole.

The main problem before us is to see that the powers of local authorities conferred by legislation are carried out quickly and in the best possible manner. Therefore the work of the administrative department must be so framed that good schemes, whether of housing or town planning, are carried through well and quickly. To some extent pace and quality are bound to conflict. Our object is to devise such a scheme of organization that neither should be sacrificed to the other. It is better to get one hundred schemes through quickly and to make one or two mistakes in the case of a few of them than to endeavour to perfect each individual scheme to such an extent that one hundred schemes take five times as long to get through.

In order to secure pace and quality the following considerations need to be taken account of in the organization of the Department.

I. In the central organization there must be as few "narrow necks to the bottle" as possible. In other words there will have to be devolution of responsibility so that every matter does not have to come up before the Director-General or even the Assistant Secretary.

MINISTER OF HEALTH.

PARLIAMENTARY SECRETARY TO MINISTRY OF HEALTH.

PERMANENT SECRETARY TO MINISTRY OF HEALTH.

SECOND SECRETARY TO MINISTRY OF HEALTH.

Policy only

Assistant Secretary
— Department

Assistant Secretary
— Department

Assistant Secretary
— Department

Assistant Secretary

A Branch.
Statistics and
Information
[Liaison with
Information
and Propa-
ganda Dept.]

B Branch.
Slum Administration
(Inspections by
M.O.H.'s, Closing
Orders, &c., Slum
Clearances). [Liaison
with Medical Dept.]

C Branch.
Finance

D Branch.
House Production
(Financial and
Administrative)

E Branch.
House Management

F Branch.
Public Utility
Societies, &c.
(Administrative)

G Branch.
Town Planning
Regional Planning
(Administrative)
[Liaison with M.
Communication
and B. of Trade]

Assistant Secretary has under him—A, B, C,

Technical Director has under him—K, L, M,

OUTSIDE STAFF.

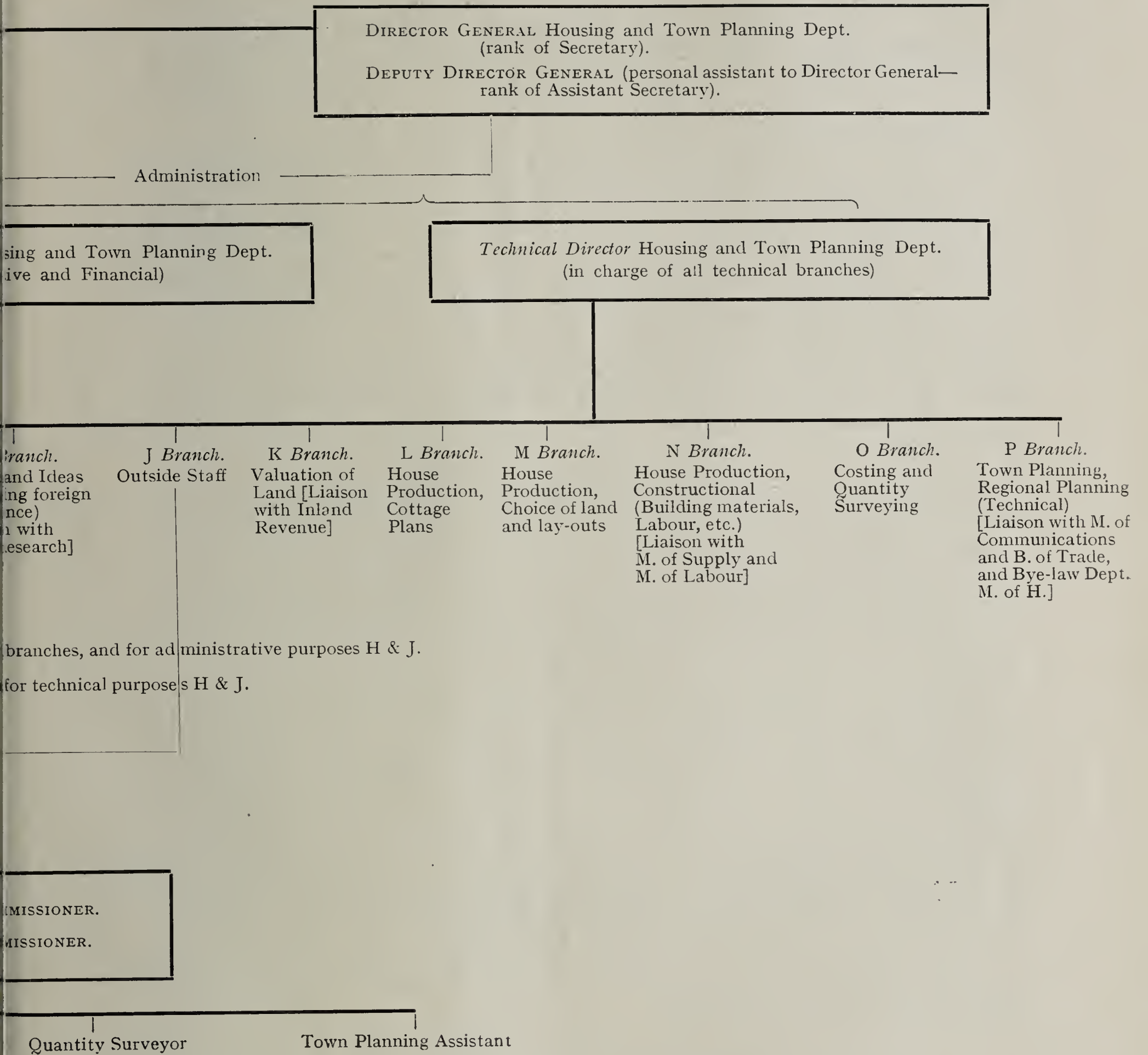
11 District Housing Commissioners, also Headquarters Inspectors.

DISTRICT
DEPUTY H

Secretary

Architect

Inspector



2. There must be a large measure of decentralization. Instead of every matter being sent to Whitehall, it must be made possible to settle a large number of questions locally.

3. There must be proper co-ordination of the technical and administrative branches of the work. The technical men must have a better position than they have had in the past and not be subordinate to minor administrative officials.

4. There must be elasticity in the organization. While the various branches of the Department must be properly organized and have their distinct functions, there must be no working in watertight compartments and the organization must be made capable of adjustment to changing conditions.

5. Policy and administration must be carefully co-ordinated, and questions of policy which arise in connection with administration must be decided quickly.

6. A well thought out scheme of liaison with the other Departments of the Ministry of Health must be secured, *e.g.*, those concerned with (a) bye-laws; (b) propaganda; (c) audit; (d) legal; (e) medical. Further, there must be liaison with other Departments of State, namely: (a) the Treasury; (b) the Ministry of Supply (for the purpose of securing building materials); (c) the Ministry of Ways and Communications (particularly with regard to town planning); (d) the Board of Trade; (e) the Ministry of Labour; (f) Inland Revenue Valuation Department (in connection with the acquisition of land); (g) the Registrar of Friendly Societies (in connection with Public Utility Societies); (h) the Office of Works (where the State acts in default of local authorities); (i) the Department of Research.

7. There must be a constant interchange between the staff who work at Whitehall and those who work in the provinces, *i.e.*, the Commissioners and Inspectors.

In the diagram which appears on pp. 110-11 I have tried to indicate the kind of organization that is required. To some extent this has already been set on foot in the Local Government Board during the last two or three months, but I have made considerable alterations and some further proposals. I should like to emphasize the following points with regard to the diagram.

The Director-General of Housing and Town Planning is shown to be directly responsible for administration to the President. In so far as questions of policy arise he refers them through the Assistant Secretary to the Department to the Permanent Secretary; for questions of policy must be co-ordinated in the Ministry as a whole. Working under the Director-General is a Deputy, who personally assists him. Under them, the Assistant Secretary is responsible for all branches which deal with administrative and financial questions, namely, branches A to G, and for administrative purposes H and J. Under the Technical Director, who should be the principal architectural and town-planning expert, are the remainder of the branches, and for technical purposes H and J.

I show a large number of branches. I would point out, however, that some of these branches will only consist of a small staff, though of an expert character. To explain these branches in detail:

A will prepare the necessary statistics and information for the use both of the Department and the public. It is extremely important that information should be furnished regularly as to what is being done.

B will be concerned with all questions of slum clearance, etc.

C will deal with finance, and there are bound to be enormous financial questions arising in connection with the new housing schemes, fixing of rents, etc.

- D will deal with the preparation and carrying out of the new housing schemes under Part III of the principal Act, from the administrative and financial side, while branches L, M and N deal with production from the technical side.
- E will deal with the supervision of the management of the houses when built. This is likely to become increasingly important as time goes on.
- F will deal with Public Utility Societies on the administrative side, while the actual supervision of the schemes from the technical side will be dealt with by branches L and M.
- G and P will deal with the question of Town Planning and Regional Planning from the administrative and technical sides respectively.
- H will have no administrative functions, but will merely deal with the new ideas and suggestions put forward by "cranks" and others. I believe it is impossible to expect men with administrative duties to consider to the extent to which they ought, the many proposals that are made. This branch would work in close liaison with the Ministry of Research.
- J will deal with the outside staff, consisting of Commissioners, Inspectors, and so on. The principal clerk in charge of branch J would refer to the other branches any matters which the outside staff want cleared up.
- K will deal with the valuation of land.
- O will deal with costing and quantity surveying.

The outside staff will also have to be carefully organized. Already eleven regional Housing Commissioners have been appointed for England and Wales, and they must each have several working under them. In addition to other staff there will be some headquarters inspectors.

Finally, if the organization is to work satisfactorily there must be an Advisory Council of outside experts and local authorities' officials who will advise on general questions of administration referred to them.

In these notes I have only been concerned with the organization of the State Department itself. It is clear, however, that local authorities will have to organize their own internal office arrangements to meet the increase of work which is coming; and, in a modified form, they will have to have many of the branches which exist in the central administration.

I will conclude by emphasizing that younger men should be given responsible work if the administration is to be satisfactory. No doubt in the first instance mistakes will be made, but one of the great disadvantages suffered by the civil servant before the war was that he did not get responsible duties until too late in life. Give the younger men their chance and they will respond to it.

THE HOUSING MOVEMENT IN SHEFFIELD

THE people of Sheffield are making large plans for the future of their city. As in most other places, the shortage of houses is extremely serious. In 1904, 2,527 houses were erected in the city; but from that time the number dropped steadily till it reached 438 in 1915. Since then 1,000 houses have been pulled down to make way for works extensions. Meanwhile the population has greatly increased and there is such a dearth of accommodation in some parts of the city that houses are being run like factories, on the shift system. Of existing houses now in use 16,000 are back-to-back houses, while a further 8,000 have been officially declared to be "more or less insanitary or unhealthy." The question therefore is urgent. It is estimated that the city will need 50,000 houses within the next twenty years, a number roughly equivalent to half the existing city. The building of such a large number of houses, with the necessary roads and other development, shops, public buildings and workshops is a big undertaking which obviously cannot be left to chance. It provides an opportunity for an extension scheme to improve the city such as has never been presented before; and a body of citizens and voluntary organizations known as the Sheffield Federated Health Association has taken the matter in hand and is organizing public opinion for the purpose. The first step was taken in October, 1917, when a representative meeting was called, at which resolutions were passed urging the Government to recognize the need for State assistance in housing, and asking the City Council to draw up a comprehensive Town Plan and arrange for an adequate supply of houses in healthy surroundings. Since then the City Council has decided to undertake a Civic Survey, and to prepare a comprehensive Town Plan; the Council has also in readiness a scheme for the erection of 1,000 houses under the Government's new scheme.

The Sheffield Federated Health Association is not, however, content with this advance, gratifying as it is. "There is," they declare, "urgent need for stronger and prompter action, and unless this is taken the supply of houses will be neither sufficient in quantity nor satisfactory in quality." At least 6,000 houses are required at once. "As regards quality, it must be recognized that the continuous outgrowth of large towns without belts or strips of open country to act as lungs is a menace to public health. Future extensions, therefore, should take the form of suburban villages organically connected with the city but separated from it by intervening belts of open country."

The Housing Committee of the Health Association has prepared a series of "Suggestions on Town Planning, Housing, etc.," with relation to the future development of the city, which are being brought before local organizations for their approval. The Development Committee of the City Council has received a deputation from the Committee, when the suggestions were submitted and sympathetically received. The view is that if the new housing schemes are to be carried out on right lines they must be treated as part of a comprehensive plan of its development. The programme is as follows:

1. That an outline plan should be prepared showing
 - (a) an adequate traffic centre for the City,
 - (b) main thoroughfares capable of dealing with every likely development of traffic in the future.

2. As the mere aggregation of great masses of people is in itself a danger to public health, future extension should take the form of suburban villages linked up with the City, but separated from it by intervening belts of open country.
3. The valleys should be kept open.
4. Trees and other objects of natural beauty should be preserved wherever possible.
5. Workshop betterment should accompany housing reform.
6. The use of smokeless power should be enforced in all new factories and workshops.
7. While clean smokeless manufactures might be carried on in workshops, placed on selected sites, screened by trees, within walking distance of such new villages, and thus enable workers to live their entire lives under healthy conditions, all industries necessitating the production of smoke and dirt should be confined to the East end of the City.
8. In cottage building twelve houses to the acre should be the maximum permitted, thus allowing for each cottage a piece of ground equivalent to a Corporation allotment.
9. In determining the nature and accommodation of a cottage, the size of the family and the well-being of its members should be the chief consideration.
10. Each cottage should have a bath, a w.c., and a larder and cupboard accommodation.
11. All houses should be planned, constructed, and fitted with a view to reducing as far as possible the never-ending labours of the housewife.

It is felt that if this programme is to be realized there must be prompt and vigorous action. Public opinion must be solidly behind it, and the City Council must go to Parliament and ask for the necessary powers. With this end in view the Sheffield Federated Health Association promoted a "Housing Week" which began on Sunday, March 23rd, 1919. All ministers and officers of social and religious organizations were asked to bring the question before their people, and wherever possible get resolutions passed calling on the Government, local members of Parliament, and the City Council to take immediate action. Public meetings were arranged by local committees in various parts of the city during the week, and the following resolutions, drawn up by the Association, were passed at these meetings and sent to the City Council and the Local Government Board respectively.

RESOLUTION I.

Whilst learning with extreme pleasure that the City Council has decided to undertake a Civic Survey and prepare a Comprehensive Town Plan, and trusting that the Great Housing Scheme the Council is inaugurating will be carried out with the utmost expedition, this..... is convinced (1) that the present system of allowing large towns to grow continuously outward is a danger to public health ;
(2) that future Extension should take the form of Suburban Villages, organically connected with the City, but separated from it by intervening belts of open country to act as lungs.

It therefore appeals to the City Council to take immediate action to secure all legal powers necessary to enable it to carry out future development on these lines, and pledges itself to give the Council every possible support in carrying out this policy.

RESOLUTION II.

That this
 is convinced (1) that the present system of allowing large towns to grow continuously outward is a danger to public health, and therefore
 (2) that further extension should take the form of Suburban Villages organically linked with such towns but separated from them by intervening belts of open country to act as lungs, and
 hereby appeals to the Government to confer on large urban authorities all legal powers necessary to enable them to carry out future development on these lines.

This enterprising effort by the people of Sheffield should be imitated elsewhere. The Hon. Secretary of the Sheffield Federated Health Association is Mr. A. R. Rhodes, who will be pleased to give further particulars of the work done in Housing Week to any readers of the MAGAZINE. A leaflet issued by the Association is sufficiently good to be widely copied; we print it below:

HEALTHY HOMES: AN APPEAL TO THE WORKING MEN OF SHEFFIELD

(By the Housing Committee of the Sheffield Federated Health Association)

Every family is entitled to a decent, comfortable home.
 This should be regarded as the elementary right of everybody.
 If we are to have a healthy, contented people we must have good homes, in healthy surroundings.
 It is pleaded against this by superficially-minded people, who have good homes of their own, that the best of homes will be degraded and fouled by the sort of people who now occupy slums.
 They are right—up to a point.
 You cannot expect figs from thistles.
 Families who, generation after generation, have been “housed” under conditions far worse than many pigs enjoy, cannot be expected to develop drawing-room manners all at once.
 But if we never begin to lift them, and teach them how respectable people ought to live, we shall never have the healthy, contented population we ought to have.
 Our future depends very largely on our homes.
 We must give every family—especially every child—a chance to live a decent life.
 It is no longer necessary to crowd people into works’ areas.
 Trams and ’buses and trains make it possible for men to sleep in the fresh air, even if they have to work in foul air. By pitching their homes on the healthy hills round Sheffield the children get the benefit of fresh air and sunshine.
 Flowers wither without the sun. Children—who were never of greater value to Britain—cannot thrive under a smoke-cloud.
 We must stop the slum-slaughter of little children.
 This Federation stands for a policy of “Houses on the Hills.”
 We are beginning an absolutely new Housing era. Let us take care that we begin aright. There must be no more of the careless mistakes of the past.
 This is a working man’s, and a working woman’s question, more than it is a mere builder’s question. The builder should be the servant of the community, not the master.
 The Municipality should have higher ideals.
 The question before us is not merely the provision of so many new houses. It should be the erection of homes in which every family can take a pride—homes with gardens for flowers and vegetables, and homes in which men with big families will have the best consideration.
 If you agree with these broadly-expressed ideals, place them before your Councillors, your Members of Parliament, your Ministers, your men of influence.
 If working-men want healthier homes they must help themselves.
 They have the power to transform Sheffield if they will wake up and use the influence they have along sound and sane lines.
 Don’t wait for the public authorities to lead. Let them know that you are in earnest on this question. When they realize that they will act!

At the request of the Development Committee of the City Council, Professor Abercombie has just made a report upon a civic survey and the preparation of a development plan for Sheffield. His preliminary report gives an admirable outline of the investigations required to provide the necessary basis of a development scheme for the city, and it is greatly to be hoped that the Council will act upon it with promptitude and thoroughness. However good the housing schemes for the city may be in themselves, they will gain enormously by being made to fall in with a comprehensive plan for the city as a whole.

WHAT IS BEING DONE

(1) *By the Government.*

THE Housing Bill was seven days in Committee, and has passed the Report stage in the House of Commons. It has now to go to the House of Lords, and should complete all its stages within a few weeks.

The President of the Local Government Board is asking for information or suggestions as to economical or improved methods of construction of small houses. The Local Government Board have sent a Circular (April 17th, 1919) to local authorities suggesting that they should take advantage of the facilities for the redemption of tithe on land purchased for housing schemes afforded under the Tithe Act, 1918. (Post free from the Association, 1½d.) A letter has also been sent to local authorities where schemes have been finally approved, urging them to begin building at once. The following Circular letter on the subject of land has been issued (May 2nd, 1919) :

I am directed by the President of the Local Government Board to refer to paragraph 9 of the Circular of the 6th February describing the arrangements made with the Board of Inland Revenue for the assistance of local authorities in the acquisition of sites for housing purposes.

It is a matter of great importance that the prices to be paid for any land acquired for housing schemes should be strictly reasonable in amount, and in view of the financial liability of the Board it is their duty to see that excessive prices are not paid.

I am therefore to ask that in all cases before negotiating for the acquisition of any land selected as a housing site your Council will apply in writing to the office of the District Valuer of the Land Valuation Department, asking him to supply a valuation of the land, and that a copy of this valuation shall be sent to the Housing Commissioner when laying proposals for the acquisition of the site before him.

I am, however, to say that no inspection of any land should be made by a District Valuer on behalf of your Council until the Council have notified the owner of the land to that effect.

I am to remind the Council that if desired by the local authority the Inland Revenue Valuation Officer will undertake negotiations for the purchase of sites, provided that prior notice of their intention to acquire has been given to the owner by the local authority.

It is officially announced that the Ministry of Supply are undertaking the actual purchase and supply to local authorities and public utility societies of the following materials: bricks, slates, drain pipes, cement and glass. The Ministry are making arrangements for the wholesale production at the cheapest possible rates without actual purchase, but under terms and conditions which will enable local authorities to purchase at the lowest possible rate the following materials: coppers, baths, ranges and grates, rain-water pipes, sanitary ware, including sinks and water-closets. The Ministry are purchasing, or have purchased, a limited quantity of additional articles which will be available to local authorities by whom communications with reference to supply thereof should be addressed to the Director of Building Materials Supply, Caxton House, Tothill Street, Westminster, S.W. 1. These articles are the following: doors, windows, ironmongery.

As to bricks, the position is understood to be as follows: Orders have actually been placed for 900,000,000 bricks. Of these 250,000,000 are in stock and standing to the order of the Ministry of Supply. An additional quantity somewhat similar to the above is also in stock, but not earmarked for Government purposes. There are roughly about 1,250 brickyards in the country, whereof 750 have been working during the whole of the war. Five hundred were closed during the war, but of these 200 have restarted since the Armistice. About 20 or 30 are still in the possession of the Government and utilized as stores. Over and above the stimulation of the brick industry and the placing of orders, the Ministry has been instrumental in obtaining the release from the Army of over 3,000 skilled brickmakers, and have also assisted them to obtain machinery and coal.

The weekly return of schemes submitted continues to be issued, and a statement of schemes submitted up to the end of April has appeared (Cd. 159 ; 3d. post free). The following have also been published :

Statutory Enactments proposed to be repealed, etc., by Housing, etc., Bill, 1919.

(Cd. 124 ; 4d. post free.)

Housing, etc., Bill, Statement of Probable Expenditure. (Cd. 125 ; 1½d. post free.)

Statement showing existing Procedure under Acts of 1890 and 1909. (Cd. 126 ; 1½d. post free.)

Financial Assistance to Local Authorities, Draft Regulations, etc. (Cd. 127 ; 2d. post free.)

(2) By Local Authorities.

The total number of schemes submitted to the Local Government Board up to May 24th was 1,611 (many authorities submit more than one scheme). Site schemes numbering 484, representing 8,164 acres, had been approved up to that date ; 101 lay-out schemes had been approved ; and 86 house-plan schemes, representing 3,909 houses. Among the schemes recently submitted are 39 schemes from the Huntingdon County Council, comprising 34 acres, with the object of providing houses for their own employees. This is the first instance of a County Council taking advantage of the new powers under the Housing Bill.

Swinton Urban District Council's scheme has been approved by the Local Government Board, who advised the Council to purchase, instead of five acres as proposed, the whole plot of twenty acres offered to the Council for £3,500 by Earl Fitzwilliam.—*Sheffield Telegraph*, May 3rd, 1919.

Sheffield Corporation's housing scheme has been approved by the Local Government Board, and tenders amounting to £440,478 have been provisionally accepted by the Corporation for the erection of 653 houses.—*Sheffield Telegraph*, May 3rd, 1919.

The Ebbw Vale Urban District Council's scheme has come to a standstill owing to difficulties as regards the price of the site selected. The Duke of Beaufort, to whom the land belongs, is asking £15,000 for the 56½ acres, while the district valuer has offered £8,000.—*Municipal Journal*, May 2nd, 1919.

Kingswood Urban District Council have purchased 9 acres of land at Hanham for £1,470.—*Western Press*, May 8th, 1919.

Ealing Town Council have obtained sanction to borrow £12,420 for the purchase of 20 acres of land on Major Lionel de Rothschild's Gunnersbury estate.—*Daily Telegraph*, May 9th, 1919.

Birmingham Town Council are taking measures to proceed with the erection of 81 houses at Bournville ; it is intended to give preference to returned soldiers and sailors.—*Birmingham Post*, May 10th, 1919.

Leeds City Council have approved the laying out of the Hawksworth Wood estate and the building of 48 houses. These houses are to be samples to indicate the relative merits of rival schemes, and the actual cost of the houses. Some of the houses are to be of stone with brick lining ; others of brick, and in one or two types reinforced concrete is to be used. A site on the estate has been set aside for a factory, and the Council has been approached by a blouse manufacturer. The proposal is to build a model workshop in the middle of a garden and run by electricity.—*Leeds Mercury*, May 8th, 1919.

Wolverhampton Corporation have been recommended to purchase about 40 acres for £10,700, subject to the price in the opinion of the Government valuer being satisfactory.—*Birmingham Post*, May 12th, 1919.

Hendon Rural District Council have under consideration a scheme for the erection of 518 cottages at a cost of £353,275. The plans show four types of houses with varied accommodation and alternative elevations. In every case provision is made for at least three bedrooms and a bathroom. The proposed rents range from 13s. 6d. per week to 8s.—*Daily Telegraph*, May 16th, 1919.

Swansea Corporation Highways Committee have passed plans for a number of houses to be built on the American type, half timber and half plaster.—*Municipal Journal*, May 8th, 1919.

Shrewsbury Corporation propose to establish a " garden village " on the outskirts of the borough. It is intended to erect 164 houses, allowing about 10 to the acre. The lay-out would include a bowling-green, a village green, and a village institute.—*Municipal Journal*, May 2nd, 1919.

THE INTERNATIONAL GARDEN CITIES AND TOWN PLANNING ASSOCIATION

THE annual meeting of the International Garden Cities and Town Planning Association was held at 3, Gray's Inn Place, on May 13th, 1919. Mr. Ebenezer Howard presided, and there was a good attendance of members. Mr. Howard was re-elected President; Mr. Montagu Harris, Chairman of the Committee; Mr. Frederick Lichfield, Treasurer; and Messrs. E. G. Culpin and C. B. Purdom, Joint Honorary Secretaries.

It was decided to resuscitate the full organization of the Association and to communicate with the affiliated organizations in France, Belgium, Holland, Spain, Italy, Denmark, Poland, Norway, Sweden, America, Australia, and Canada.

Mr. Senator Vinck, delegate of the Ministry of Public Works in Belgium, attended and gave an invitation to the Association to hold a conference at Brussels during September. It was decided to accept the invitation, and that details of the programme be arranged. Among the proceedings, in addition to visits to the devastated areas, will be papers on the work of the Belgian Study Circles, during the war, in England, France, Holland, and America. Also the Union des Villes will prepare a report of the secret activities in Belgium during the war. The application of the garden city principle to the devastated areas will be the subject of a special session. Another subject of interest will be the consideration of new housing and town-planning legislation since 1914.

LUNCHEON TO MR. E. G. CULPIN

MR. CECIL HARMSWORTH, M.P., Under-Secretary of State for Foreign Affairs, presided on May 13th at a complimentary luncheon at the Holborn Restaurant to Mr. Ewart G. Culpin, who resigned his position as Secretary of the Garden Cities and Town Planning Association in December last.

Among those present were: Mr. and Mrs. Harmsworth, Mr. and Mrs. Culpin, Mr. Ebenezer Howard, Mrs. Barnett, Mr. Raymond Unwin, Mr. G. L. Pepler, Mr. W. R. Davidge, Mr. Henry Vivian, Mrs. Victor Branford, Mr. H. R. Aldridge, Miss Annette Churton, Colonel Pownall, M.P., Mr. J. E. Champney, Mr. G. M. Harris, Sir Richard Paget, Capt. R. L. Reiss, Col. F. E. Fremantle, Mr. F. Litchfield, Mr. C. B. Purdom, and Senator Vinck (Brussels).

Mr. Harmsworth paid a warm tribute to the work of Mr. Culpin as secretary of the movement for more than twelve years. From his close personal connection with him he knew that no more devoted exponent could have been found. Mr. Culpin had organized tours and visits on the Continent, in America, and in Australasia, and if to-day Mr. Howard's principles found world-wide acceptance it was because of Mr. Culpin's advocacy. He expressed the most cordial wishes of the Association for his success in the new work he had taken up.

Mr. Ebenezer Howard thought the greatest of Mr. Culpin's achievements was the founding of the International Association, which contained the germs of unknown good to the world.

Mr. Montagu Harris, for the International Association, referred to the adhesion of practically every civilized nation to the Association.

Senator Vinck spoke of the establishment of the Belgian study circles. He made touching reference to the need which his sorely-tried country had for the work which the Association was able to render.

Mr. Harmsworth presented Mr. Culpin with an album containing views of Letchworth and the garden suburb schemes with which he had been connected, and also a wallet of notes.

In reply, Mr. Culpin said the work had always been a vocation rather than a labour, lightened and made a pleasure by the unfailing goodwill and assistance of the members of the Association. He warmly thanked them for their goodwill and their gifts.

THE ALHAMBRA MEETING

THE first Cinematograph Exhibition of Housing Schemes was given at the Alhambra Theatre on Thursday, May 22nd, kindly lent to the Association by Sir Oswald Stoll. The Council were honoured by the presence of H.R.H. Prince of Wales, who showed great interest in the films. There were also present the President of the Local Government Board (Dr. Addison); Sir James Carmichael, K.B.E. (Director-General of Housing); representatives of the Local Government Board and the Office of Works; the Agents-General for Queensland, British Columbia, New Brunswick; Members of both Houses of Parliament; and representatives of the Local Authorities in London and the Home Counties.

The programme opened with an introductory lecture by Mr. Raymond Unwin, F.R.I.B.A., followed by films showing Port Sunlight, Bournville, Letchworth, Hampstead, Well Hall, and Gretna. Contrast was provided by a film of Thames-side. Captain Reiss explained the objects of the National Housing Campaign and made an appeal for funds. A programme of music was provided by the Alhambra orchestra.

Every available seat in the house had been booked up several days before the actual exhibition, and it is estimated that the attendance reached 1,350. The films had been specially taken on behalf of the Association, with the exception of Bournville, Port Sunlight and Gretna, which were the work of the Community Motion Picture Corporation. Arrangements are being made to exhibit them throughout the country.

MODEL HOMES EXHIBITION

IN connection with the *Daily Express* Exhibition, at the Central Hall, Westminster, the Garden Cities and Town Planning Association is arranging a series of public lectures as follows: "The Planning of the House," by Mr. H. Clapham Lander, F.R.I.B.A.; "Housing by Public Utility Societies," by Capt. Reiss; "Government Housing Schemes," by Capt. Reiss; "Houses Women Want," by Councillor Mrs. Baker (Women's Co-operative Guild); "London's Housing Problem," by Mr. C. B. Purdom; "The Government Proposals," by Mr. Ernest Selby; "The Garden City," by Mr. Ebenezer Howard; "Vital Points to be considered in the Lay-out and Cottage Plans," by Mr. Herbert A. Welch, A.R.I.B.A.

THE GARDEN CITIES AND TOWN PLANNING MAGAZINE

INCORPORATING · THE · HOUSING · REFORMER

Vol. IX. No. 7

JULY, 1919

At the end of this issue of the MAGAZINE there will be found the first of a series of reports from the local full-time organizers appointed by the Garden Cities and Town Planning Association in connection with their National Housing Campaign. The Campaign will cost £10,000, and the Hon. Treasurer of the Association asks the readers of this MAGAZINE to help to provide that sum. The object of the Campaign is to see that the £300,000,000 to be spent upon housing by the Government is expended to the best advantage. Is it not worth your while to help?

NOTES OF THE MONTH

THE MINISTRY OF HEALTH

On the first of this month the Local Government Board passed out of existence; its functions and staff being handed over to the new Ministry of Health. The Ministry will take over a number of new duties, including the powers of the Insurance Commissioners, and some of the work of the old Board will be transferred elsewhere. Housing and town planning will remain under the control of the Ministry, and the departments concerned with these matters are being still further enlarged and reorganized to meet the increasing amount of work falling upon them. The new Ministry has been set up, as we understand it, not merely to co-ordinate the existing health services and duties of the State, but to advise the Government and the community upon the causes of disease, and to prepare and put into operation measures for the prevention of ill-health. Hitherto the State has been concerned with the effects of bad conditions of life, and public efforts have been directed to curative rather than to preventive ends. But the rapidly-increasing expenditure from both public and private sources upon health, the extent of which few people more than vaguely realize, is a warning of the cost to the community of leaving causes untouched. It is because the new Ministry will be in a position to deal in a systematic manner with the causes of ill-health that its advent is to be welcomed. Housing and town planning are within the scope of the Ministry because the condition of our towns is a fundamental factor in public health; and we shall look forward to a more scientific treatment of the problems of town development under the new administration than was possible under the old Local Government Board.

THE GOVERNMENT ON TRIAL

The Government are making great efforts to arouse the local authorities to a sense of their responsibilities in connection with the housing scheme. Dr. Addison and his subordinates have been touring the country, and all the arts of persuasion are being employed to induce laggard authorities to speed up their work. It is not mere speed that is demanded, however, but the preparation of schemes that are adequate to meet the country's needs. We do not think we shall be charged with

speaking in haste or with a desire to undervalue what is being done, if we say that it is certain that the total result promises to fall altogether short of what is required. The explanation is complex. For one thing there is still widespread and dense ignorance among local authorities, their officials and the general public, to be dispelled. No one who has come into touch with people in the country will deny that. There is also a good deal of uncertainty on the part of local authorities as to the financial results of any schemes they may undertake. We are doing our best through our National Housing Campaign to enlighten this ignorance, and there can be no doubt that these educational efforts, together with the work of the National Housing and Town Planning Council, will overcome the difficulty in time. We can see, however, that we shall have to extend the activities of the Association, especially in the rural districts, and we are preparing to do that at once. But ignorance is comparatively simple to deal with; there are other factors of a more complicated order. We believe, for instance, that the fact that the business of providing the necessary houses is being handled on an emergency or temporary basis is sufficient by itself to account for the poor results obtained. It cannot be expected of local authorities that they should lay themselves out to deal with housing on a big scale, if they are at the same time to bear in mind that by 1927 or earlier the old system of private enterprise will begin to get into working order again. Yet that is exactly the form of encouragement that they are given. Major Astor has been telling us that government by local authorities is now on trial. We think he entirely mis-states the issue. The central Government cannot throw their responsibility upon other shoulders. And we do not believe that the Government have really come to grips with the housing problem. They have not even prepared an estimate of the housing requirements of the country; nor have they fully realized what amount of organization is required by both central and local authorities to carry through the enormous task that is thrust upon them. The new Bill throws the double duty upon the local authorities of estimating the housing needs of their areas and of meeting those needs; but local authorities can do no more than take a local view of the demand, and they can only prepare to meet it to the extent that it is likely to be permanent. The present national housing scheme lacks adequate national preparation; it is designed on too small a scale. It is the Ministry of Health that is on trial, and with it our whole governmental system.

INFANT MORTALITY AT LETCHWORTH

It is an interesting fact to record that during the eventful and difficult year of 1918 the infant mortality rate in Letchworth was 30 per 1,000 births. This is the lowest figure it has ever reached (in 1917 it was 36), and is not by any means due to a low birth-rate. In fact the birth-rate has not fallen so much as in the rest of the country. The experts in these matters distinguish between preventable and non-preventable deaths, and say that, so far as our present knowledge goes, when all the preventable deaths are eliminated, the death-rate will be about 30. The Letchworth figures tend to confirm this, for there was only one death from a preventable cause, *i.e.*, pneumonia, the other deaths being due to causes over which we seem to have no control. This highly satisfactory figure for the industrial population of Letchworth provides further evidence of the enormous social value of the garden city principle of town development.

THE GARDEN CITY PRINCIPLE

By C. B. PURDOM

(Continued from p. 108)

LET us look a little more closely at the constituent parts of the garden city principle. We have seen that there are two: (1) the union of town and country interests, and (2) the public ownership of the land.

The Question of the Size of Towns.

1. The union of town and country means the establishment of some relation between urban and rural industry, and it is that which raises the question of size. What is the proper size of a town? Whenever towns have been studied that question has arisen and has always been answered. It is only in our modern civilization that it has been ignored. You will remember that Plato discusses it in the *Republic*, and ever and again returns to it. This was his answer, "That the city be neither small nor great, but of a moderate extent, and that it be one city." "I imagine," says he, "that so long as a city on its increase continues to be one, so long may it be increased, but not beyond it." And in the *Laws*, if I may remind you, he gives a definite limit of 5,040 houses to his ideal city, and is at pains to devise a means by which the number should always remain the same. Aristotle, in the *Politics*, gives greater precision to the idea. "First among the materials required by the statesmen is population, he will consider what should be the number and character of the citizens. . . . Most persons think that a state [and for state read city] in order to be happy should be large; but if even they are right, they have no idea what is a large and what a small state." "All cities that have a reputation for good government have a limit of population." "To the size of a state there is a limit, as there is to other things, plants, animals, implements, for none of these retain their natural power when they are too large or too small, but they either wholly lose their nature, or are spoiled." "The best limit of the population of a state is the largest number which suffices for the purposes of life, and can be taken in at a single view."

Why was it necessary to consider this question of size? There were physical, political, military and economic reasons. The features of the site of the city had to be considered, and the limitations imposed by the sea, by mountains, or by marshes respected. Good government had to be provided for, and a population not too large for efficient governmental activity was desirable. The city had to be of such a size that it could easily be defended. Finally, the city must be able to supply itself with food.

These four factors were studied by the Greeks and Romans for their own cities and in their colonies. They were observed in the Middle Ages throughout Europe. They have always been found to apply when towns have been seriously considered, and I believe that they apply to-day.

The physical factor is more or less obvious, the sea and the hills set limits to the greatest of municipal ambitions; but we all of us know of towns that have spread over ground that should never have been built upon—damp, low-lying land, the defects of which have not deterred our builders. Moreover, there is the great question of public health. It has been sufficiently well established that for reasons of health alone town areas need restriction. And will it be denied that our great cities are too large for good government? That for a sound civic spirit in the com-

monalty of men we need a town that has limits, that can be visualized by its inhabitants, that can be made readily to respond to public feeling in domestic affairs? We need to recover the citizenship of the city that has been swallowed up in the citizenship of the state: our political life needs decentralization. Military considerations do not arise if we are to have no more wars; but we have recently learnt that large cities are defenceless against attack by land and air under the conditions of modern warfare.

There remains the economic reason. The question of food supply for our towns, as we discovered during the war, is not to be solved by the perfection of transport. There is still a real need for food production by townsmen, and a strong demand for it, as the growth of allotments has shown. Further, it is not merely a matter of providing facilities for land cultivation by townsmen; we have to make country life tolerable for the landsman, and bring him in direct touch with the active cultural and political life that is to be found in towns. A revival of village life depends not so much upon village institutions as upon the readjustment of the villages to the towns. It fills me with amazement that rural reconstructionists should look with hope to the effect of village institutes, village libraries, lectures and cinemas in reconciling the countryman to the land. Surely, to get these things appreciated they will need to be good, and it is impossible to make them good without an adequate population, such a population as no village can possibly supply. It is not by such feeble stimulus to social activity, but by treating the town with its surrounding agricultural land as the unit of agricultural organization that there is hope for the countryside. For a hundred years the towns have drained away the life of the villages; it is now time for that life to flow back again, and it can only be done by bringing town centralization to a dead stop, and developing town organization in a systematic manner throughout the country by the proper control of new building schemes. It is not merely the social benefits of the town that we want to open up to the rural districts, but the economic benefits too—the town being a market centre, a business centre, and a centre for power, transport and other supplies.

Yet the economic reason for town limitation is not exhausted by the needs of agriculture. There are the needs of mechanical industry too. Does not the industrial system itself require a limitation of size? That is a question which has never yet been given close attention. There is sufficient evidence, however, to suggest that our great towns are too big for the highest efficiency in industry. To begin with, industry needs a well-selected and well-planned site. That in itself implies limitation, for even the largest imaginable site has a limit. Yet industry does not get its best site in the great towns, for usually the limitations of their sites have long since been surpassed.* It is important to remember that industry needs an element of centralization. An ideal industrial site is a site where industries may be grouped and where transport, power and other facilities as well as labour are centred. In the great town, industry tends to spread itself in a disorderly fashion throughout the whole area; and it puts up with the inconveniences that result (and pays for them too), not for any inexplicable reason but because of custom, or the presence of labour, or because there is nowhere else to go. The advantages of centralization are lost in congested areas, and are never enjoyed when factories are located at haphazard. Congestion of industry involves waste of time, energy and money in handling goods—as witness the state of the streets in every large town; it means waste of time,

* I see that in support of the proposal to extend the areas of the city of Sheffield to include the neighbouring borough of Rotherham and numerous urban and rural districts within a radius of between eight and ten miles, it is urged that "there are practically no remaining sites for industrial development within the present area"—that is, anywhere within the city.—*The Times*, April 9th, 1919.

energy and money in the travelling of workers and staffs from their distant homes to their work—as witness the state of London to-day or any of the large industrial centres.

Nothing like all the industrial undertakings in any large town that desire to avail themselves of the industrial advantages of the site are able to get near the site ; they are several removes from it and are handicapped in consequence. For this reason, among others, many industries go on the outskirts of towns ; but that is a makeshift at the best. Other industries that can afford to do so remove boldly from the town into the country where they can plan for themselves. But that is a big enterprise which few industries can enter upon unaided ; and it throws a responsibility upon industry which it should not have to bear. The attempts that are being made in America, and in some of our town-planning schemes, to create industrial zones, are a step towards limitation of industrial areas. They observe the principle of limitation, leaving unanswered as a rule the question of what limit is desirable.

We are all a little shy of this matter of limitation ; for, plainly speaking, it means restriction upon building, and the theory is that building cannot be restricted except within narrow limits. An attempt to restrict the growth of towns is supposed to interfere with natural law, and to be doomed to failure. But towns are the work of men's hands, and their efficiency and beauty both depend upon the care and forethought devoted to them. Even if towns are natural growths, mechanical industry is unmistakably artificial and depends upon artificial means of development. It can best get those means on sites that are laid out for the purpose, and it involves an enormous amount of waste to allow industry to crowd into congested areas that were never properly designed, instead of providing new sites elsewhere. If in the nature of things industrial sites have limits, a town has limits. Any scientific town theory would take account of that important fact.

The structure of our towns is an economic matter. Towns exist in one place rather than another because industry locates itself there. To satisfy industrial needs, to provide means of efficient production, are the first demands upon a town ; for to supply the necessities of life is the elementary duty of organized society, and to make work easy, healthy and productive is the end to be kept in view.

On the garden city principle we suggest that an attempt must be made to answer this question of size. It is not one that can be answered off-hand. Aristotle said, if I may refer you to him again, " There must be a limit. What that limit should be will easily be ascertained by experience." We can at least say that the town must provide for industrial efficiency, that it must make possible a full measure of social life, but that it needs to be no larger than those conditions make necessary. It is probable that normally, leaving out of account certain heavy engineering trades, shipbuilding and river-side areas in general, a population of 50,000 is sufficient for all purposes. The limitation of size is effected by the necessary limit of the industrial area, and defined by the belt of rural land that surrounds the town, preserving its identity, and creating permanent contact with the country.

Public Ownership of Land.

2. The second part of the principle is the public ownership of the land. The actual form of that ownership is not exactly defined, though municipal ownership is implied. It is the public ownership of the land that confers the power of design and guarantees the result. Moreover, it secures for public purposes the benefits of the increment in land value. I believe that our towns need few things more than the ownership of the sites upon which they stand. I am not sure that it is not more necessary than the power to town-plan their unbuilt-upon areas. They need the

latter too, of course, and the ownership of that land as well ; but if our existing towns are to be reconstructed in any sort of economic manner, they will need to get ownership of the land beforehand. There are few towns that do not stand in need of replanning, and there are few where replanning would not be immensely advantageous to existing landowners and a source of expense to the inhabitants at large. But in the new building that is to be done, and in the new industrial areas that will grow up, whether we provide for them or not, the land should be secured to the community before development takes place.

The Need for the Study of Town Theory.

In the garden city principle we get, as I have indicated, a contribution to town theory. It is from this point of view that the subject should be regarded, if our study of it is to yield its best results. It is, indeed, exactly this study that is most needed to-day. We have large discussions upon housing ; and the details of house planning and construction have been thoroughly investigated ; we have hardly less extensive discussions upon town planning, and the movement towards compulsory town planning is gathering force ; but what we do lack is anything like a serious discussion of town theory, of the principles upon which town planning should proceed. It is only by the way and casually that the functions of towns, the services that they render to the community, and the spirit to which they should conform are given consideration. Yet what is the use of providing rules for town growth, of extending legislative provisions and of perfecting administration if we leave out of account the questions of location, size and form upon which and for the sake of which our rules, legislation and administrative machinery should be made ? The matter is of supreme importance at the moment because of the large amount of building that has to be carried out. A hundred thousand cottages this year, two hundred thousand the next, and perhaps three hundred thousand each year for some years to come, is the programme. After the Napoleonic wars England was deluged with building, with results from which we have not escaped to this day. We enter upon our own task with more knowledge and with the awful warning of the past before us ; but we shall not have learnt its main lesson if, with all the excellent house plans that we have and skilful site planning, we do not subject our building to control on some good principle of town construction. For all that has been said about it we are in danger of attacking the housing problem without sufficient guiding principles and of acting on a basis of mere empiricism.

Our great towns grew up at a time when municipal life was at its lowest ebb, after suffering from nearly four centuries of decline. For generations they have been regarded with alternations of pride and despair. Their masses of population, the aggregate wealth of their inhabitants, their immense financial resources, their engineering, architectural and sanitary schemes, their public buildings and the influence of their corporations in the counsels of the nation have been a source of enormous satisfaction to many persons. Prophets in our time have had visions of limitless towns, orderly, perfect in their relentless efficiency, overwhelming in their magnificence, towards which they have believed the modern world to be moving. On the other hand, there have been those who have bitterly lamented the growth of the great cities. Shelley, on the one hand, and the early communists on the other, raised their voices in protest ; Ruskin said that the mere size of towns was a cause of great moral and social evils ; Morris drew pictures of little happy towns in which he desired men to live ; and more recently Mr. Galsworthy has warned us of the effects of town blight. Yet the cities have not ceased to grow, and we are making preparations for huge additions to them within the next few years.

It is in this connection that the garden city principle is significant. It holds the field, I believe, as the only theory of town building suited to modern conditions that is yet in harmony with classic theory and our own English traditions. It is the one theory that is good enough to provide a working basis for the planning of the British Isles that our town planners demand. That such a basis is necessary is certain. What will be the use of town planning unless we know to what end we are planning? A plan for the sake of planning would be a foolish proceeding. Without some town principle on which the plan could be drawn up we are better without it. English town-planning ideas have not got beyond arterial roads, open spaces, and the like. When we think of something big in town planning we still imitate Haussmann, and the architectural papers are full of grandiose schemes of monumental planning that will never by any chance be carried out, and that fill the serious student with despair. What we call a town-planning scheme under the Act is a patchwork of roads in a vacant corner of a town or somewhere outside. It is a degradation of the town idea to speak of such work as town planning; for it is inspired by no conception of a town as a whole, and no attempt is made to deal with a town as a unity, respecting its spirit and defining its form.

It is, perhaps, because current town-planning practice is on so low a plane that it seems possible for us to contemplate with equanimity the building of enormous numbers of houses within the next few years without even a pretence of town planning. Yet it is a serious matter that should give us pause. For if at any time we needed to move with caution it is now, when the restraining influence of economic law is to be withheld, and the money that is to be spent is public capital. Hitherto, house-building, like every other product of human industry, has been subject to the law of supply and demand; but to-day we are to build on a larger scale than ever before, and the houses will be distributed on no system at all. It must be obvious that this lack of principle cannot be endured. Our towns are already monuments of waste; how can we consent to add to that? We shall have to discover and apply a principle of distribution; or municipal housing, prompted by the central authority with its powerful impulse towards quantity, will land us into a state of confusion greater than anything that unrestricted private enterprise has been able to produce.

Such a principle of distribution is to be found in the application of the garden city principle to the future urban and rural development of the kingdom. And the method of its application will be governmental control over the location of industry and the organized development of industrial areas throughout the country. For that purpose we need a survey of the whole country undertaken by experts among which there should be representatives of industry. A Town-Planning Board should be set up for the British Isles for the purpose of making this survey. The Board should work through Provisional Commissioners operating over groups of counties. A scheme of this sort was suggested in some detail by Mr. Lionel Budden, in the *Town Planning Review* for April, 1918. A relatively general survey should be made in the first place, followed by the preparation of elementary diagrams. Upon the information thus provided it should be possible to decide upon the areas to be developed at once, and jointly with the local authorities concerned the immediate demands of housing and industry could be supplied. In the meantime a thorough examination of the industrial resources of the country should be made, upon which plans should be prepared for a great scheme of future development by means of which a new direction could be given to our national life. The local Housing Commissioners appointed by the Local Government Board provide the nucleus of a system that could be developed for national town planning.

A REPORT ON NOTTINGHAM HOUSING

The following Report was prepared by a Sub-Committee of the Nottingham Committee of the National Alliance of Employers and Employed in April last. It is specially interesting for its remarks upon town development from the industrial point of view, and its proposals for Public Utility Societies.

THE number of new houses required to meet immediate demands for the working classes in Nottingham is estimated at a minimum of 1,000. In order to provide for re-housing of the dispossessed, if the demolition proposals in the centre of the city are carried out, an additional 4,000 houses will be required, making a total of 5,000 houses to be erected in all.

On the assumption that a period of three years will be required to complete the erection of these houses, and allowing for a normal annual demand of 600 houses to provide for the growth of the city, it will be seen that, in order to bring the supply up to the demand and allowing for demolition, 8,000 houses will be required to be built during the next five years. That is 1,600 new houses must be provided annually. If it is necessary to extend the building period over ten years, 1,100 houses must be provided annually.

Your Committee have carefully considered the proper sites for such houses, and recommend that the majority should be erected under the town planning scheme in certain suburban areas now under consideration, and that, in the centre of the city *only such number of houses should be provided* as will meet the demands for workers whose occupation necessitates their being in close proximity to their work.

Generally speaking, your Committee are of opinion that under present abnormal conditions the work of housing in the centre of the city, in cases where economic rents are unlikely to be obtainable, is mainly the concern of the Municipal Authorities. . . .

Town Development.—In connection with the acquisition of land it is strongly recommended that the Corporation should be empowered to the greatest possible extent, and with the aid of State funds to purchase at reasonable cost belts of land in the suburban and rural areas lying around the city in order to ensure that the future proper development of the city, under an adequate and far-sighted town planning scheme, shall be guided and controlled by the citizens of Nottingham in the best interests of the community.

Your Committee further desire to express the opinion that the town planning scheme should take into account the question of proximity of factories to residential areas. Your Committee are of opinion that undue centralization, so far as factory areas are concerned, is undesirable, and that the best transit facilities will not overcome this difficulty. It is recommended that in all town planning schemes a unit of population for a given area should be decided upon. Such figure to be in the neighbourhood of 50,000, and that such unit area of this character should be to a considerable extent self contained, provision being made for the factories at which the workers in the area will find their occupation being within the area and easy of access.

Thus, under ideal conditions, a city with the population of Nottingham would not have the whole of its works and factories centralized in a certain portion of the town, nor would they be distributed haphazard throughout the whole area, but erected in suitable situations in one or other of the four or five area units. Thus each

unit with a population of 50,000 would have a works area, a residential area and, it is suggested, a centre for recreation, public buildings and parks.

Transit to and from work would thus be reduced to a minimum, and growth proceed upon proper lines. Whilst it is recognized that little can be done at the present time with regard to Nottingham as a whole, yet this consideration should receive full attention in the town planning of any new area, such as its Wollaton Estates or northerly suburban area. Such planning your Committee are of opinion should be borne in mind by the authorities undertaking the civic survey of the city and surroundings.

Public Utility Societies.—With regard to Public Utility Societies, your Committee are of opinion *that by this means only* can the best use be made of State aid to meet the housing requirements outside the provision made by the Municipal Authorities.

Your Committee strongly recommend that immediate steps should be taken to form such a Public Utility Society, or Societies, in Nottingham and District, and desire to emphasize the following points:

1. The large economy resulting to employers in provision of suitable houses for their employees, and who might otherwise have to provide housing accommodation entirely at their own cost and without State aid.
2. The increased security and amenities to workers, who are not liable to eviction if they cease work with any particular employer.
3. The provision of houses under town planning conditions (12 houses to acre) and the resultant increase in healthy well-being of occupants. The effect on output of a healthy and well housed population cannot be over estimated.

In addition to such a Public Utility Society your Committee recommend that steps should be inaugurated, preferably by the Corporation in conjunction with Employers' Associations and Trade Unions, to form a Public Utility (Sale) Society as follows :

1. That in order to meet the present urgent need for houses, the Local Governing Authority in conjunction with the State shall provide land and building, in accordance with Public Utility Society conditions.
2. That the Local Governing Authority shall cause a Public Utility (Sale) Society to be established ; membership to be open to all applicants conforming to the rules and satisfying the Committee as bona-fides.
3. That all applicants shall pay an entrance fee (in reduction of purchase price) of at least $2\frac{1}{2}$ per cent. of the value of the property intended to be purchased.
4. That immediately after payment of deposit and election to membership, possession shall be given to the applicant who shall thenceforward pay weekly a sum equal to the interest of redemption charges including provision of roads for a period of years to be determined, and shall in addition meet all outgoings for rates and taxes, repairs and maintenance, and, in respect of the two latter shall covenant with the Society to keep the property always in thoroughly good and habitable condition, including the proper upkeep and use of the garden.
5. The interest and redemption shall be based upon the rates of interest allowable under the Acts and upon the term of years required for completion of purchase.
6. The Committee governing the Public Utility Society shall always have the power to meet distress or inability on the part of a member, provided that at the date thereof no arrears of payment have been incurred.

Your Committee are convinced that numbers of the employed classes desire to own their houses and that, provided the means are made easy and the initial costs not high, that they will endeavour to acquire their own houses.

The effects in increased morals, independence and especially proper upkeep of property cannot be over estimated.

From enquiry, your Committee understood that the Corporation Housing Committee would be prepared to consider favourably proposals for the sale of land acquired by them under the Housing Scheme at cost to an ordinary Public Utility Society or Public Utility (Sale) Society established for the furtherance of provision of housing accommodation for the citizens of Nottingham generally.

In a further report your Committee propose to deal in detail with proposals for the immediate formation of an ordinary Public Utility Society for Nottingham composed of employers and employees and others. . . .

Methods of Construction.—The question of concrete construction as compared with ordinary brickwork has not yet been fully investigated, and a further report will be made. In the absence of actual experience in sectional concrete construction it cannot be definitely stated that concrete would be cheaper than brickwork. One point is of importance, however. In the event of a shortage of bricks, which is considered possible, sectional concrete blocks could be utilized to advantage, and would lend themselves to architectural design in a way that would be impracticable or costly with framed concrete.

Further, the manufacture of small concrete blocks could be undertaken at any time in advance of building, and would furnish employment for a very large amount of unskilled labour for both men and women, who could become expert in the simple methods of manufacture in a few weeks.

Costs.—Your Committee have investigated with the greatest possible care and in detail the question of building costs.

The following figures are given :

1. Small house consisting of living room (large), scullery, bath, W.C., etc., with 3 bedrooms, 2 storeys. £600 including land (one-twelfth acre) and roads.
2. Small house as above, but with parlour in addition. £750.
3. Flatted type. Flats (3 storeys) Accommodation—living room, scullery, 2 bedrooms, bathroom, W.C., etc., for childless couples, widows. £500.

As a check on the above figures the pre-war and present figures for a workman's house of the usual pre-war type are as follows : Pre-war, £240 ; Present, £560.

The figures have been arrived at independently, but it may be noted that £700 is the figure given by the Manchester Corporation for the average cost of workmen's houses.

No allowance has been made for the increased output expected from labour due to increased wages. It is hoped this factor will be larger than expected, and if so a reduction in labour costs due to increased output may reduce figures given by anything up to 25 per cent.

In regard to reduction of costs, your Committee suggest that certain details of specifications for building work usually called for in Municipal contracts might well be reconsidered and modified without in any way affecting the construction and durability of the house, but which would enable economies in construction to be effected.

This is of importance because, whilst your Committee are strongly of opinion that both the design and lay-out of houses should be supervised in detail by architects, it is felt that the form of specification which might be submitted for tender (and which

would apply equally to a large bank or a cottage), is capable of modification in the latter case with useful results.

Taking the foregoing figures, it will be seen that the estimated cost of 1,000 houses to meet immediate demands is £650,000. Of this amount £487,500 will be loaned by the State whether undertaken by the Corporation or Public Utility Society, leaving £162,500 to be found by the Corporation and Public Utility Society.

The economic rent of a house costing £750 will be 12s. including rates and taxes. and *allowing for the Government grants.*

The following figures will elucidate the details.

House B. Cost £750. State lends £562 for 50 years, leaving £188 to be found by tenant or Employers or Public Utility Society. Assuming loan is advanced at $5\frac{1}{2}$ per cent. a sum of £34 6s. per annum would have to be paid. Of this sum the State would pay £13 14s. which leaves £20 12s. for the tenant: equivalent to a rental of 8s. per week. To this requires to be added rates, repairs, etc., equal to say 4s. per week, making the total weekly rental 12s. In the event of the £188 having to be found by the employer and he requires 5 per cent. on this sum, the rent which would have to be charged would be 12s. per week. With rates, repairs, etc., added the total rental would be 16s. weekly. House A cost £600. Deduct one-fifth from the above figures. It is of importance to note that it is the opinion of certain sections of organized labour that the rent can be afforded by the better paid classes of labour provided the present wage rates are maintained.

STANDARDIZING THE RISE IN RENTS: THE OPPORTUNITY FOR MUNICIPAL PURCHASE

BY THOMAS T. CHATTERIS

IN a previous article it was suggested that the right way out of the situation created by the Rent and Interest (War Restrictions) Acts, and the increase in building costs, was to enable local authorities to take over small houses at a 1914 valuation. Rents on old and new houses could then be equalized, and any increments of value secured for the public as a set-off to the housing subsidy.

Housing reformers, who are as a rule rather weak on economics, have failed to notice the importance of this issue. In default of a serious agitation for public ownership, it is not surprising that the new Act has been based on the recommendations of Lord Hunter's Committee. In their concern for the hardships of owners and mortgagees, and their desire to restore the commercial system of building, both the Hunter Committee and the Government entirely ignore the vast amount of fresh unearned income which is slipping from the public grasp into the pockets of a few fortunate owners.

The policy of the new Act, and of the Hunter Report, is to extend State control for a few years, allowing standardized increases of rent and interest at fixed intervals. A rise of 10 per cent. is to be allowed six months after the ratification of peace, and a further rise of 15 per cent. in 1921. And so on, until a new permanent economic level is reached, when all restrictions will be abolished. The object of the increase by stages is to temper the wind to the shorn lamb. The ultimate level to which rents are to rise will depend upon conditions at the close of the transition.

period. The view of the Committee is that, though building costs will fall somewhat from their present scarcity figure, they will remain much higher than before the war.

Three main reasons are given for an increase in rents. First, there is the rise in maintenance costs. Second, there is the desire to compensate owners and mortgagees for the general inflation of prices. Third, there is the hope of restoring the commercial system of house building. The point with which the Hunter Report fails to grapple is that, in order to achieve the third object, it would be necessary to raise rents much higher than is required to achieve the first and the second.

The increase in the cost of maintenance cannot be assessed with any approach to accuracy. Standards of redecoration have been generally lowered during the war: and recovery of the pre-war standards is unlikely during the shortage. In many places the stinting of repairs by landlords has been drastic—much more than enough to compensate them for the restrictions on rent. The tenant's only bargaining counter is his power to move, of which he will continue to be deprived for some time. Some landlords will endeavour, as a matter of *amour propre* to revert to their old standard. A rise of rents sufficient to enable them to do so will be simply a money present to less conservative owners.

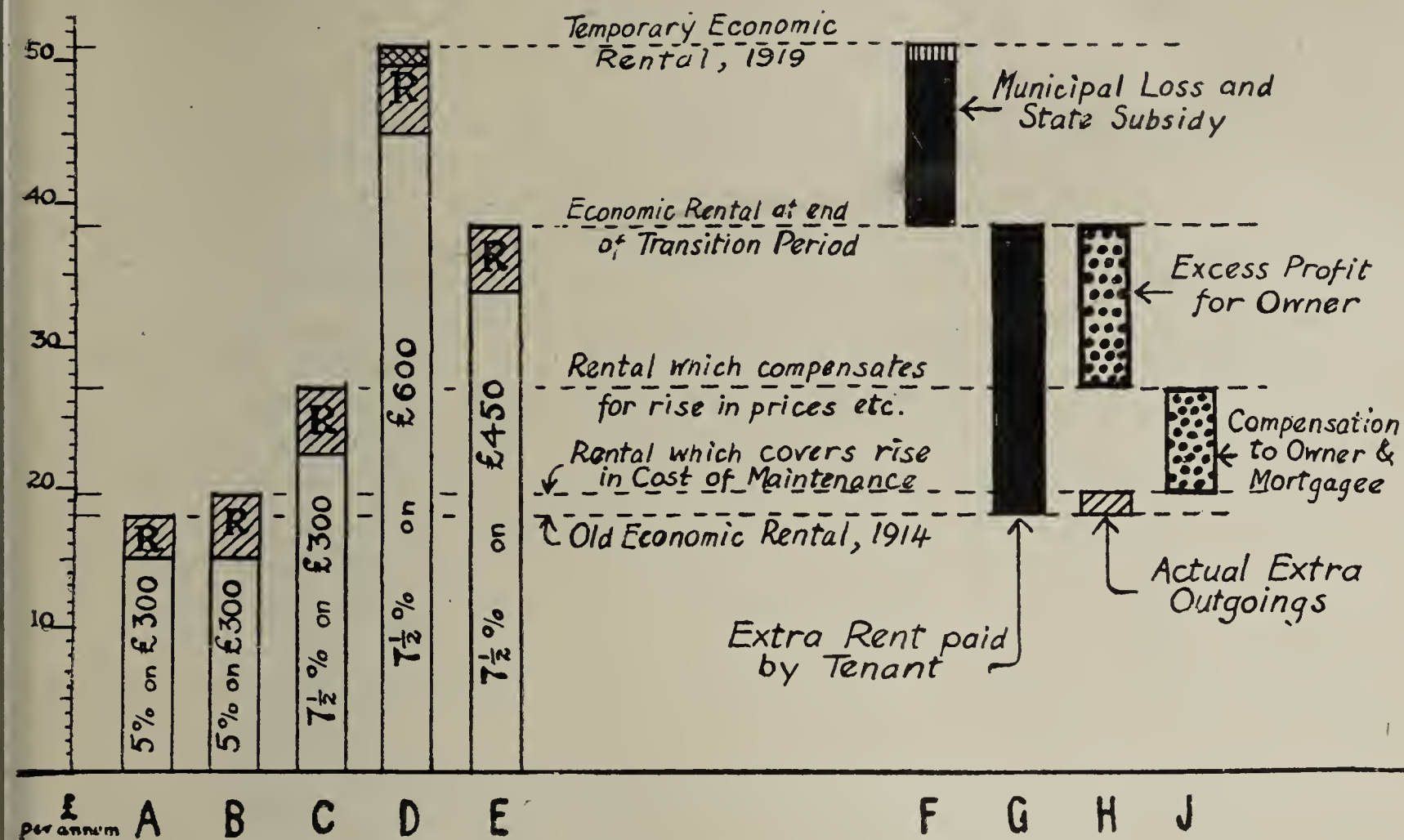
Two members of the Committee build up a Minority Report on this difficulty. But their proposal for standardizing repairs and decorations implies an enormously wasteful system of inspections, audits and petty litigation. If municipalities are to be at the expense of checking over all repairs done by owners, they might as well undertake the whole management themselves.

As to compensation for financial changes during the war, the astonishing claim is made—and apparently supported by the majority of the Committee—that there is hardship on owners and mortgagees unless they are put in as good a position as in 1914. It is even suggested that an increased net return is due to them to cover high taxation. Presumably the tenants are expected to be able to get higher wages to cover the increase of rent; and thus each economic group shifts the burden elsewhere and everybody avoids paying. How long can this last?

Holders of fixed-interest securities of every kind, including Government annuities, have suffered a capital loss of a third of the value of their holdings, besides sharing the effects of a diminution of the purchasing power of their incomes. Special compensation for all such people is not proposed. Why, then, should it be given to house-owners and mortgagees? The Committee, of course, puts forward the usual poor investor with a tiny income solely derived from a mortgage—a manœuvre as unscrupulous as the use of women and children for the battle-screen of an advancing army. For every such instance among mortgagees you will find a thousand among tenants; yet the Committee proposes a universal increase of rents without turning a hair. Hard cases among investors in every type of security ought to be dealt with by special legislation. A municipal purchase scheme could provide for additional allowances where necessary. But normally a money income equal to that receivable by owner or mortgagee in 1914 should be regarded as a fair consideration when the property is taken over.

The Government, however, intend to allow rents to increase beyond the amount necessary to pay for the extra cost of maintenance and interest on mortgages. For if commercial building is to be restored and all restrictions finally removed, rents must reach a level which will pay the new rate of interest on the post-war capital cost. The difference between this sum and a sum representing the same percentage on the pre-war capital cost, will be taken by the owners as a new increment.

A diagram will make the matter clear.



Column A indicates the net return, *plus* cost of maintenance, on a £300 house before the war. The net return at 5 per cent. on the capital outlay is £15. Repairs, management, etc., are estimated at £3, making a total of £18.

Column B shows the small increase—£1 10s.—needed to cover an increase of 50 per cent in the cost of maintenance only. Total: £19 10s.

Column C allows for an increase of 50 per cent. in owner's profit and mortgage interest, as well as in the cost of maintenance, bringing the total amount to £27. At this point the owners and mortgagees are in as good a position as in 1914.

Column D shows the temporary economic rent of the present transition period, when the cost of building, and also of repairs, is double what it was in 1914. Part of this amount is to be met by the subsidy, and the cost of repairs will also decline somewhat, so that the rent actually payable will come down to the new economic level represented by

Column E—the post-transition rental, on the assumption that the permanent cost of building remains 50 per cent. above the 1914 figures. Total: £38 5s.

Column F (the difference between D and E) is the amount of the State and municipal loss under the 1919-20 subsidy scheme; while G is the extra rent payable by the tenant.

Now the anomaly of the business is that, at the very time when the State and the tenant are paying these large additional sums, the owner and the mortgagee between them pocket as sheer excess profit the amount represented by Column H; besides receiving that shown in Column J, which fully compensates them for the decline in the purchasing power of money since 1914.

The increment cannot be avoided if housing is to be replaced on an economic footing. Nor can it be effectively taken by taxation. The only way to get it for the public is by State or municipal purchase. This would enable the items H and J to be set off against F, and would either make possible a reduction of rents below E, or yield a considerable income for public purposes.

WHAT IS BEING DONE

(1) *By the Government.*

THE Minister of Health has appointed an Advisory Council on Housing, to give advice and assistance to the Ministry in connection with the Government housing scheme. It is proposed to use the Council as a nucleus from which sub-committees will be formed, with additional members, to consider detailed and technical questions. The Council will be under the chairmanship of Sir J. Tudor Walters, M.P., and the members are the following: Mr. H. R. Aldridge; Mr. Neville Chamberlain, M.P.; Mr. W. Dunn, F.R.I.B.A.; Sir Gilbert Garnsey, K.B.E. (Financial Adviser to the Ministry of Munitions); The Right Hon. Henry Hobhouse; Mr. G. W. Humphreys (Chief Engineer to the London County Council); Mr. R. L. Reiss (Chairman of the Executive of the Garden Cities and Town Planning Association); Mr. E. Selby, F.S.I.; Mr. E. J. Brown, (Member of the Joint Industrial Council for the Building Trades); Mr. R. Wilson (Member of the Joint Industrial Council for the Building Trades); Lady Emmot; Mrs. E. Barton; Mrs. Sanderson Furniss.

A Parliamentary Housing Committee has also been formed of which Sir J. Tudor Walters is also chairman.

The Minister of Health has decided that having regard to the magnitude and complicated nature of the housing problem in London, the appointment of a Commissioner will not be adequate. He has, therefore, decided to set up a small Housing Board, consisting of Sir J. Tudor Walters, Mr. Edward Strauss, and Sir Kingsley Wood for the metropolitan area. The Board will have the duty of advising and assisting in the promotion of schemes in the area. There will be a chief administrative officer to work in conjunction with the Board under the Director-General of Housing.

It is stated (Weekly Report, June 7th) that "the provision of railway facilities for housing schemes involving the setting-up of new areas is under consideration."

Before inviting tenders, local authorities are being instructed to communicate with the Director of Building Materials Supply, Ministry of Munitions, Caxton House, Tothill Street, London, S.W. 1 (Circular D.65, May, 1919). Specified materials will be purchased direct by the local authorities or contractors from the manufacturers or agents. The Circular gives the following particulars:

The arrangements to be made for the financing of and accounting for materials supplied by the Ministry of Munitions to Local Authorities are as follows, viz.:

1. A Schedule of nominal prices for the materials and articles supplied by the Government will be supplied by the Director of Building Materials Supply and used by the Local Authorities and building contractors as the basis of tenders.

2. The nominal prices will be estimated by the Building Materials Supply Department, and will include carriage to railway depôt nearest to the sphere of operations of the building contractor, or such depôt as may be mentioned in the contract. Cartage from the depôt, including loading there and unloading or stacking, or storage on the site, will be included by the building contractor in his tender. From the time the goods leave the manufacturer's premises or the premises where the manufacturer has stacked or stored them, they will be under the charge of the building contractor, who must make proper arrangements for their conveyance to the building site. Payment to manufacturers will be made by the Ministry of Munitions, who, subject as hereinafter provided in Article 5, in turn will be paid by the Local Authority for the materials supplied as requisitioned in the terms of Article 3. The cost of the carriage will be defrayed (in the first instance) by the building contractor. In making up the building contractor's interim and final accounts for the works, the supply of the materials will be treated as an ordinary variation of contract, *i.e.*, the contractor will be credited with whatever he has properly expended in carriage, and debited by the Local Authority with the material he has received from the Government at the schedule prices, *i.e.*, the rates upon which the tender was based. For the purpose of interim payments the Local Authority may be required to pay to the Ministry of Munitions the value of materials at schedule prices, subject to credit being subsequently allowed for carriage on proof being furnished that they have allowed it to the contractors.

3. Building contractors will prepare their own requisition for material, and, after having them approved and certified by the Local Authority, will forward them to the Building Materials Supply Department. The Local Authority should make the contractor responsible for the quantities of materials ordered by him; any surplus should become his property and be charged against him at the schedule price.

4. On receipt from the contractor of the requisition referred to in (3) above, the Building Materials Supply Department will arrange for supply and will furnish the Local Authority and the District Housing Commissioner with information in prescribed form as to deliveries authorized. Delivery instructions will be issued by the Director of Building Materials Supply to the supplier, who upon despatch of the goods will issue a set of Advice and Inspection Notes which provide for acknowledgment of receipt by the building contractor.

5. The quantity of materials supplied by the Ministry of Munitions which have rightly been utilized in the scheme shall be ascertained by measurement or otherwise by the Local Authority.

6. On conclusion of the service, the Building Materials Supply Department shall ascertain the actual cost of supply of each different class of material supplied to the building contractors, and shall adjust with the Local Authority the difference between actual cost so ascertained and the schedule price paid under the arrangements set forth in paragraph 2.

Any refunded amounts shall be credited by the Local Authority to the capital account of the housing scheme.

It should be observed that the above arrangements for the supply of materials apply also to the schemes of Public Utility Societies.

The Ministry of Health has addressed a circular letter to local authorities (June 11th) drawing attention to the power of local authorities to delegate to committees all the powers which they can themselves exercise with regard to housing, except those of borrowing money and making a rate. In the same letter local authorities are urged to prepare Bills of Quantities before inviting tenders for building.

A Memorandum upon the procedure to be adopted after house plans have been approved has been issued. It states that the Ministry considers that the maximum time between the approval of the house plans and the submission of a provisionally accepted tender should be five weeks.

The Minister of Labour has invited the workpeople's representatives on the Joint Industrial Council for the Building Industry to meet him on July 8th to discuss the question of augmenting the supply of labour available for house-building. The labour problem in the building trade is said to be serious already.

(2) *By Local Authorities.*

The total number of schemes submitted to the Ministry of Health up to June 28th was 2,750 (many authorities submit more than one scheme, it should be remembered). Site schemes numbering 790, representing an area of approximately 12,524 acres, had been approved up to that date; 171 lay-out schemes had been approved, and 132 house-plan schemes representing 8,134 houses.

Bolton Corporation have obtained sanction from the Local Government Board to borrow £12,235 10s. for the purchase of 117.75 acres: the purchase price includes all buildings on the estate, the price per acre being about £103.—*The Architect*, May 23rd, 1919.

Newton Abbot Urban District Council have decided to acquire 25 acres at £120 per acre.—*Western Times*, May 23rd, 1919.

Bromsgrove Urban District Council have decided to purchase 3 acres for £740 and £58 for fencing.—*Birmingham Post*, May 30th, 1919.

Birmingham City Council have acquired an estate at Northfield comprising 144.75 acres, for which the owner has agreed to accept £8,670. The estate is to be used for housing purposes and open spaces.—*Birmingham Post*, May 30th, 1919.

Sevenoaks Urban District Council have accepted, subject to approval by the Local Government Board, a tender for the erection of ten pairs of cottages at £8,300.—*Kent Messenger*, May 31st, 1919.

Hendon Rural District Council have under consideration a scheme for the erection of 518 cottages at a cost of £353,276, at rents ranging from 13s. 6d. per week to 8s.—*The Times*, May 20th, 1919.

Birkenhead Corporation have applied to the Local Government Board for sanction of a loan of £70,112 for the purchase of various sites covering a total area of 157 acres. The Council propose to apply for power to purchase two further plots on the Gilbrook estate at a total cost of £18,355. In the first case the cost per acre worked out at £735, and in the second £722.—*Liverpool Post*, May 13th, 1919.

Taunton Borough Council have provisionally purchased 26 acres of land for the purpose of building 300 houses at a cost of £500 per acre.—*Municipal Journal*, May 26th, 1919.

Wallasey Urban District Council are considering an initial scheme for the provision of 210 workmen's dwellings. The houses are to have every modern convenience, and a large garden allotment to be attached to each. The blocks are to be built round a central open space, the maximum of space being secured, as every tenant will have the full view from side to side of this inner circle, the houses fronting outwards.—*Liverpool Daily Post and Mercury*, May 30th, 1919.

Pontypridd District Council at a recent meeting considered a statement showing the prices asked by estate owners for building plots. In one case 5s. 3d. per square yard was asked, or £1,270 10s. per acre, and at Llandraw an owner asked £938 per acre.—*South Wales Daily News*, June 4th, 1919.

Chesterfield Town Council have accepted a tender for £21,143 18s. for the erection of 26 houses.—*Sheffield Telegraph*, June 4th, 1919.

Malton Urban District Council have decided to purchase from Earl Fitzwilliam a piece of land at £200 per acre.—*The Municipal Journal*, June 6th, 1919.

Guildford Town Council have accepted a tender for £68,646 for the erection of 83 houses at Guildford. The cost of the land, making roads and architects' fees, brings the total to over £76,000, or an average of £916 per house.—*Municipal Journal*, June 6th, 1919.

Atherston District Council have adopted a scheme for the erection of 700 houses at an estimated cost of £500,000.—*Municipal Journal*, June 13th, 1919.

THE NATIONAL CAMPAIGN

REPORTS FROM THE ORGANIZERS

Western Counties.—Organizer: P. R. MARRISON, 26, Bright Street, Bristol.

Ancient congested cities, expanding industrial areas, wide-spread rural districts: every aspect of the housing problem is found in the Western Counties; and nowhere is the message of the Association more needed or more welcome.

Opening with a civic reception in the ancient Guildhall, followed by meetings at the University College, presided over by the local M.P., the Town Clerk, the Mayoress, the President of the Surveyors' Institute and the chairmen of the Trades Council and the Co-operative Society, the Exeter Lecture School brought together for three days in May a concourse of students from all parts of Devonshire. The lectures of Miss Waley, Captain Reiss, and Mr. Purdom were received with close attention and followed by eager questions. A welcome addition to the programme was an address by Colonel Mozley, the District Housing Commissioner, who made a strong plea for public interest in the working of the new Act. One of the tangible results of the School has been the formation of a Devon branch of the Association. The nucleus of interest created by the Bristol Lecture School in February has developed into a vigorous Bristol and District Branch. Despite the heat wave, members are addressing two or three meetings a week; and the Branch is arranging a three days' visit in July from Captain Reiss, the programme including addresses to the High Schools and a matinee of the Housing Film at the Hippodrome on July 9th.

We have had the satisfaction already of seeing inadequate schemes enlarged, of awakening the demand for the consulting of women, and of guiding and assisting perplexed citizens. Much remains to be done; the area is a wide one. Will members help by letting the Organizer know of fields for our activities?

The Exeter Trades and Labour Council have asked the City Council to place a copy of the *L.G.B. Manual* in the Public Library.

The Exeter City Council are seeking the consent of the Local Government Board to an increase of their scheme from 300 to 1,000 houses.

North-Eastern Counties.—Organizer: F. D. STUART, The Homestead, York.

The Housing Campaign in the Northern Counties opened with the Lecture School held at York, in February. This Lecture School was extremely successful, and as a result of it nearly seventy men and women have lectured on the housing problem, some in connection with their own organizations only, and others have spoken on

numerous occasions for other societies. The following case, which is typical of many others, may be cited:

As soon as the Lecture School was over, a man who had retired from business, and who took a great interest in social questions, communicated with a number of different organizations in his neighbouring towns, and fixed up a number of meetings. In some places he has given a series of meetings, and is now using a set of lantern slides supplied by the Association.

Other Schools were held in Manchester and Newcastle-on-Tyne, and in each case similarly good results were achieved.

Those who attended these Lecture Courses are being constantly written to and advised. If they are faced with any difficulties in their own towns they write to the district office for information.

A circular letter, pointing out the urgency of the Housing Question, and the unique opportunity which now faces us of taking a big step forward in the housing of the people, was sent out to the secretary of every Trades and Labour Council in the Northern counties. This letter also offered help and advice in any difficulties which may arise locally. As a result of this, a regular stream of letters have to be dealt with, and a great number of meetings have been arranged. The paid lecturer whom we now have in this district is kept busy attending meetings organized by different organizations. One object which is always kept in mind is the formation of Local Housing Advisory Committees. We feel it essential to leave in every town which is visited, or in which we have a correspondent, a permanent organization which will keep the housing problem prominently before the people. Some of these committees are working hand-in-hand with the Housing Committees, and in this way much valuable time is saved in the preparation of schemes.

We are hoping to give assistance to the Government Housing Commissioners in the area which we cover, and intend concentrating on the Borough or Rural Districts where the local authorities are apathetic, and where little local opinion has yet been brought to bear on the question. We are already in touch with the Commissioners in this matter.

North-Western Counties.—Organizer: F. PARKER, 18, Mosley Street, Manchester.

Since the appointment of an organizer for the North-Western area six weeks ago, appeals have been made to Trades Councils, Women's Organizations, and other bodies, and to individuals, to call Special Housing Conferences or Public Meetings. In addition we have, wherever we could, signified a willingness to help. The Association's Organizer has offered to help in any local effort to ensure that adequate and satisfactory housing schemes are undertaken. Meetings have been held in Oldham (2), one of which was addressed by Capt. Reiss, Denton, Eccles, Radcliffe, Handforth, Irlam, and Bowden. Some of the meetings were held in the open-air with success. The setting up of voluntary Advisory Committees, representative of all sections and both sexes, has been urged. The effectiveness of these committees is remarkable where they work in conjunction with the housing authorities. Advisory committees are established in Manchester, Salford, Preston, Romily and Hyde: all places where the Association's propaganda has been laid.

The cinema films of housing schemes will be shown in Houldsworth Hall, Deansgate, on July 28th, at 3 p.m. The Lord Mayor of Manchester will preside, and Capt. Reiss will deliver an address. A local working committee of members has been formed with a view to making this effort a success. This is the immediate task at the moment, and all offers of assistance will be very gladly welcomed. But there is another and very important reason why July 28th should be the centre of our

attentions. It is intended, in the evening, in the same Hall, to inaugurate a permanent Branch (Lancashire and Cheshire) of the Garden Cities and Town Planning Association. After this is done, future efforts may be more easily co-ordinated than hitherto, and effective results achieved. Resolutions are being passed by organized bodies, demanding a bolder housing programme where the local one has been found to be inadequate. Readers should look out for the visit of Lieut. Bamborough to the Liverpool district on July 26th. He is to represent our Association at a large demonstration of Liverpool citizens on housing.

Midland Counties.—Organizer : J. C. HAIG, 211, Broad Street, Birmingham.

A fair start has been made with the work in connection with this Branch by the Organizer for this important area. Mr. Haig, at the outset, had a practical illustration of the difficulty of finding house-room, for it was only after a great deal of fruitless effort that he succeeded in getting a temporary office at 211, Broad Street. The house agents in the city reported that there was not an office to be had, and that they had hundreds of names on their books waiting for accommodation. Arrangements were made for three important meetings at the end of the first week in July. There was a Cinematograph Exhibition at Scala Theatre, Smallbrook Street, on Friday afternoon, July 4th, when the films which were exhibited at the Alhambra Theatre last month were shown, together with some special films of Bournville, which were taken during the recent Royal visit. The same evening there was a Public Meeting in the Temperance Hall, Temple Street, where Capt. Reiss was the chief speaker. Councillor Tiptaft, Mr. Norman Dean, and other Birmingham public men took part in the proceedings. On Saturday, July 5th, Mr. Purdom gave a lantern lecture on the "Garden City Principle" in the Midland Institute, where Mr. J. H. Barlow, Secretary of the Bournville Village Trust, presided. The demand for tickets was very great; nearly one-third of the available number were applied for before any public announcement was made.

East Anglia.—Organizer : H. TURNEY, 4, Greyfriars Road, Norwich.

In this area, owing to the difficulties of communication, and with a large number of small villages and hamlets, it is not an easy matter to form and focus public opinion. But there are evidences that all sections of the community are waking up to the needs and the possibilities of the moment. The organizer has had the opportunity of addressing Adult Schools, etc., and has found that interest is very keen. At these gatherings, on account of the limited time, many questions are impossible, but at the close, members gather round the speaker and ply him with points. Requests for another visit are usual. The Week-end Lecture School was held in Norwich on July 11th, 12th and 13th, the chief features of which were an open-air meeting in the beautiful and historic grounds of Carrow Abbey, a sermon by Canon Meyrick at the Sunday morning service in the church of St. Peter, Mancroft, and a Cinema Film Show. But as elsewhere, if sufficient houses are to be built and the whole work of planning and building is to be done wisely and well, public opinion needs informing in most cases, but needs more to be given force and form. This we can help to do. We have distinct proof that those who have to carry out the work welcome our help in this direction.

London and Home Counties.—Organizer : Mr. A. T. PIKE, 3, Grays Inn Place, W.C.1.

During the past month meetings have been held at Fleet (Hants) and Southend-on-Sea. In the former case, as a result of the lecture, a deputation was formed to wait upon the local Council for the purpose of discussing the proposed scheme; the

deputation agreed to demand the erection of twice as many houses as the Council proposed.

The series of Lectures given at the Central Hall, Westminster, was successful, the Hall being full on each occasion. On the morning of Whit-Monday a Lecture was given to a party of colonial students, prior to a week's tour of housing schemes in this country, upon the origin, aims and development of the Garden City movement.

Meetings have been arranged to take place during the coming month at West Ham, Chelmsford, Maidstone, Epping and Marylebone.

THE WEEK-END LECTURE SCHOOL AT CARDIFF

A VERY successful week-end Housing Lecture School for the South Wales Area was held at Cardiff from Friday, May 23rd, to Sunday, May 25th, by the Garden Cities and Town Planning Association, in co-operation with the Welsh Housing and Development Association and the South Wales Institute of Architects.

Some eighty students attended from places as far apart as Carmarthen on the West to the Monmouthshire Valleys on the east. Labour members of Local Authorities and delegates from the Miners' Federation, the Railwaymen's and other Unions formed the bulk of those present. There was a good deal of energetic note-taking and questioning, and the interest shown at each lecture and public meeting bore remarkable testimony to the enthusiasm for housing reform which prevails throughout South Wales.

The Lord Mayor of Cardiff presided at the opening lecture by Capt. R. Reiss on the "General Survey of the Problem," on Friday afternoon, and he welcomed the members of the School to the City. Capt. Reiss summarized the condition of housing prior to the war and the special conditions consequent on the cessation of building during the past five years. He explained the present position and the agencies selected by the Government for building the new houses. On Friday evening there was a public meeting in Wood Street Congregational Chapel, when the Lord Mayor again presided and the speakers included Capt. Reiss, Alderman W. Roberts, (Chairman, Cardiff Housing Committee), Mr. E. J. Elford (the City Engineer) and Mrs. Atkinson. The new Housing Commissioner for Wales, who was to have spoken, was unavoidably prevented from attending. The Cardiff Citizens' Union organized this meeting and there was a large attendance.

The City's housing problem was the main subject of the speakers' addresses and much useful information was given by the City Engineer as to the various schemes commenced or contemplated by the Council.

On Saturday morning, with Mr. Lovat Fraser as Chairman, Capt. Reiss again lectured. His subject was "The Powers and Duties of Local Authorities." He referred to the need for a wise and immediate use of their housing and town planning powers by the Councils, and for an enlightened public opinion. He explained the terms of the new Bill and answered a number of questions on its vital provisions.

In the afternoon, a brilliantly fine one, a visit was paid by the School to Rhiwbina Garden Village, about 3 miles from Cardiff. There were two lectures given there under the chairmanship of Mr. Ivor P. Jones, President of the South Wales Institute of Architects, by Mr. P. Alwyn Lloyd and Miss E. M. Waley.

Mr. Alwyn Lloyd spoke on "Garden Cities and the Housing Problem." He claimed that the principles advocated so consistently by the Garden Cities Associa-

tion for twenty years had now come into their own. He illustrated his points by reference to the special features at Rhiwbina Garden Village, built by a Public Utility Society on a beautiful site just before the war and now to be extended, where the co-operative spirit has been lately strongly developed among the tenants. The City of Cardiff had lately scheduled the whole adjoining area as a town planning scheme.

Miss E. M. Waley spoke on "Housing from a Woman's point of View," and referred to many of the recommendations in the reports of the Women's Housing Committee appointed by the Minister of Reconstruction, of which she was one of the Secretaries. The views of women, particularly working women, were only just beginning to carry weight, and it was very desirable that their ideas should be incorporated in the planning of the new houses.

A resolution was passed urging Local Authorities to appoint Advisory Committees of Women in connection with all their Housing Schemes. There were many questions and an excellent discussion in connection with both lectures.

Tea was served in the grounds of the Recreation Pavilion and the company afterwards inspected the Garden Village before getting the train back to Cardiff for the Evening Lecture at University College. This was given by Mr. P. R. Marrison, Western Counties' Organizer of the Association, who spoke on "Public Utility Societies." The Chair was taken by Mr. E. J. Elford (City Engineer).

The week-end School culminated in a splendid public meeting at the Park Hall, Cardiff, on Sunday afternoon, when the Association's cinematograph films of housing schemes were shown. It is estimated that about 3,000 people were present, and there was great enthusiasm throughout the proceedings. The Chair was occupied by the Deputy Lord Mayor and the speaker was Mr. T. Lleufer Thomas, Chairman of the Welsh Housing and Development Association, who gave an eloquent address on the human and spiritual aspects of the housing problem. He made several references to Cardiff's housing schemes and his suggestions as to the exhibition of the plans, consultation with men and women citizens and so on were warmly received, and the Chairman said he would convey them to the Housing Committee. Mr. Thomas urged those present to do all they could to support the City Council by intelligent suggestions in the early stages and by their hearty co-operation in the carrying out of the Scheme. The time allowed in the Act for commencing schemes was short, and the encouragement and practical help of all citizens was essential.

THE GARDEN CITIES AND TOWN PLANNING MAGAZINE

INCORPORATING · THE · HOUSING · REFORMER

Vol. IX. No. 8

AUGUST, 1919

Notes of the Month

THE LONDON TRAFFIC REPORT

The Committee of the House of Commons upon London Traffic have issued an emphatic report calling upon Parliament for the immediate creation of a London Traffic Authority with executive powers. The Committee declare that : " It is no exaggeration to describe the existing conditions as a scandal. Twice a day for a period of about two hours passengers are forced to subject themselves not merely to physical discomfort, but too often to actual physical suffering, in their endeavours in the morning to reach their places of business, and in the evening to return to their homes." The trouble is congestion of traffic at certain times of the day, the inadequacy and overlapping of traffic facilities, and the rapid increase in fares. The cause of the trouble is " the regrettable absence on the part of all Government Departments or Local Authorities or Transport Agencies of a broad view of public requirements, of a realization that the Greater London Traffic Problem is one indivisible whole, of a real conception of the properly co-operating rôles of varying kinds of transport in the life of the community." The Committee are positive that the time has gone by for a merely consultative or advisory body, such as was suggested by the Royal Commission of 1905. What is required is an authority with real powers. It is suggested that the new Authority should consist of five members to be appointed by the central Government on nomination (of one each) by the Home Office, the Ministry of Ways and Communications ; the London County Council ; the Extra-London local authorities. The Authority to be responsible to the Secretary of State for Home Affairs. The Authority to have transferred to it all the traffic powers at present exercised by any Ministry or Department so far as Greater London is concerned. One of the chief duties of the Authority would be to " Prepare and keep up to date a general plan to which all London traffic facilities should conform, and bring before the authorities concerned the necessary steps to be taken to secure improvements." The Committee have confined their attention to mechanical transport and the regulation of street traffic, having hesitated to probe into the question of new arterial roads or of town-planning. We believe that, on the whole, they were wise, for the results of their concentration upon one aspect of the problem provide a foundation upon which the larger issues may be viewed. The Committee have done well to point out that the larger issues " cannot be ignored, and must be faced and solved by those who will assume supreme control." We believe it will be found that any attempt to co-ordinate traffic will point the way to the creation of a Development Authority for London, which will be able to lay down the main lines upon which the growth of London should be controlled. It was with that in mind that the Memorandum printed on pp. 157-8 of the MAGAZINE was prepared and submitted to the Committee. Commenting upon that Memorandum the Committee say as follows :

The solution of the housing problem largely depends upon the provision of adequate traffic facilities. In an interesting memorandum submitted to your Committee by the Garden Cities and Town Planning Association, it is suggested that if the houses to be constructed in the Metropolitan Area within the next

five years are built as dormitories for the workers in Central London, the congestion will be only intensified, and the remedy is put forward of planning residential suburbs as compact industrial towns and the establishment of new industrial towns in the form of garden cities with populations of from 30,000 to 50,000 throughout the Home Counties. The recommendation is valuable, but it presupposes the joint establishment both of industries and of residences, since the latter without the former will not respond, in the opinion of your Committee, to the actual public requirements. Your Committee desire to lay stress on this point.

Your Committee are of opinion that ordinary economic forces must inevitably tend to compel people to reside further and further away from the centre of London. An eight hours' day will give them longer time for leisure and will stimulate the growth of the allotment and garden movements. Higher rates in the centre of London will operate to the same end. Even Summer Time is not without its influence. Any rise in the standard of living must in respect of the demand for modern houses have a centrifugal effect. Such a minor cause as the diminution of night work in various industries cannot be overlooked. And finally the re-establishment of family life interrupted by the war will mean migration from rooms provisionally occupied in the inner suburbs to houses on self-contained lines in the outer area.

We think there can be no doubt that as soon as the Government come to grips with the traffic difficulty of the metropolis they will be forced into taking account of the problem of industrial and housing location. We hope that the Committee's report will compel immediate action, for the present conditions are intolerable.

LONDON HOUSING

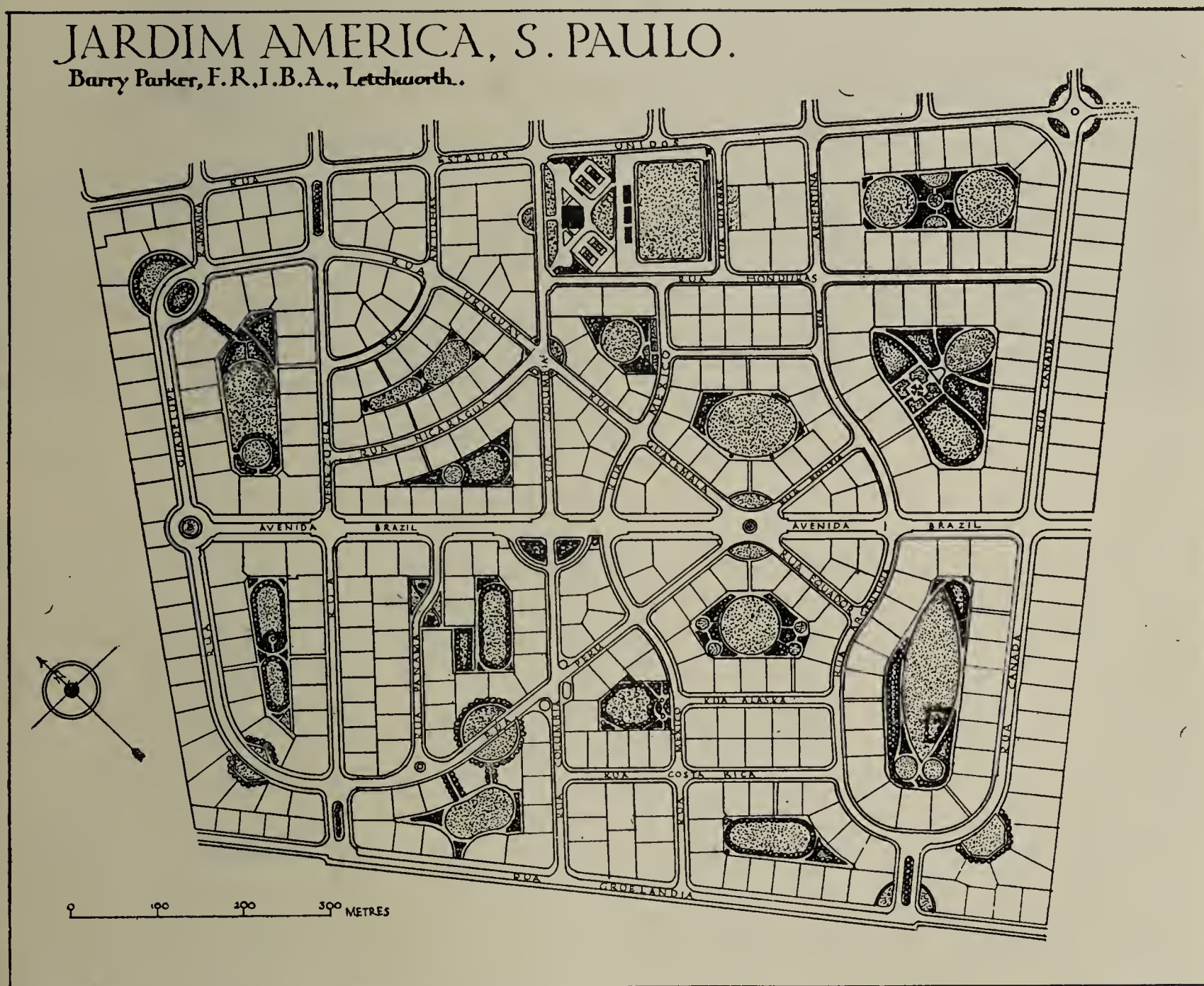
We cannot leave this matter without some reference to the position of housing in London. It was stated in the *Times* a few days ago that "a rough estimate has been formed at the Ministry of Health that about 100,000 houses will be required in London during the next three years to meet the needs of the population." The area over which this estimate is worked is not mentioned; but we may take it that it is the metropolitan police district. It may be remembered that in the Memorandum on Greater London prepared by the Association last year (printed in the January number of the MAGAZINE), we gave an approximate figure of 145,200 large and small new houses as a minimum for greater London by 1925. Of course, these rough figures are little more than guess-work; a much more exact estimate is urgently required. The two estimates are sufficiently in agreement, however, to indicate that the housing requirements are enormous. To meet these requirements, the City Corporation propose to build 2,200 houses; the London County Council propose to erect 29,000 in five years; and the remainder of the authorities concerned are acquiring sites for rather less (so far) than 20,000. So that at least 4,500 acres of solid building will be added to London within the next year or two. It will be solid building indeed if the Corporation are allowed to build tenements in the suburbs (as they propose), and the County Council are permitted to carry out their proposal of building from 15 to 20 houses to the acre. The tragic thing is that this great building programme (which still needs to be more than doubled), will be carried out in the face of all the traffic and other difficulties that exist to-day, making confusion worse confounded; it will be carried out despite the warnings that medical science has given of the evil effects of the continuous growth of great cities; and it will be carried out with complete disregard of the amenities and the industrial efficiency of the area. Under such circumstances the London housing schemes cannot fail to be disappointing to the public; and they are certain to involve the waste of enormous sums of money. The bold housing policy for London that Dr. Addison has asked for seems to be beyond the understanding of the County Council or any of the local authorities. But the remedy is not beyond the wit of man to discover. A Development Authority for the whole area could, by arrangement with the local authorities, or alternatively on its own account, meet the housing needs of London by starting a dozen garden cities on the Letchworth plan. It could do it at less cost than that of the present schemes and with considerable future saving to central London.

TWO YEARS IN BRAZIL

By BARRY PARKER, F.R.I.B.A.

Mr. Barry Parker is Consulting Architect to First Garden City Ltd. and to the Joseph Rowntree Village Trust; he has written the following notes at the suggestion of the Editor of the MAGAZINE on his return from his long visit to Brazil.

IN the October, 1916, issue of THE GARDEN CITIES AND TOWN PLANNING MAGAZINE there was a plan by Mr. Raymond Unwin for the development of an estate, now known as "Jardim America" (American Gardens), in the city of Sao Paulo. This estate belongs to the City of Sao Paulo Improvements and Freehold Land Co., the largest owners of land in that city. The Company had



another estate, Pacaembú, for which plans had been made in accordance with which the Company had begun development. Owing to the war and the consequent check upon building, the Company considered it advisable to take advantage of the opportunity offered by the delay to procure further expert advice for the development of this district. They came to me for this advice and I undertook to go out and see the estate, anticipating that this would entail my being in Brazil for a month only, or for six weeks at the outside ; but as it turned out, I stayed two years.

I found at once that if the most were to be made of this estate, modifications in the laws relating to the planning and construction of streets laid down by the

Municipality of the city of Sao Paulo would need to be made. So my first duty came to be to convince the municipal authorities of this, and I set to work to write a report with this object in view. I made the plans and sketches necessary to illustrate this report and submitted it to the municipal authorities. Then I turned my attention to "Jardim America," where development work and the installation of the public services had been carried to such a point that it was deemed advantageous to put up a number of houses and to assist the purchasers in financing the building of them. So I settled down to designing a number of houses.

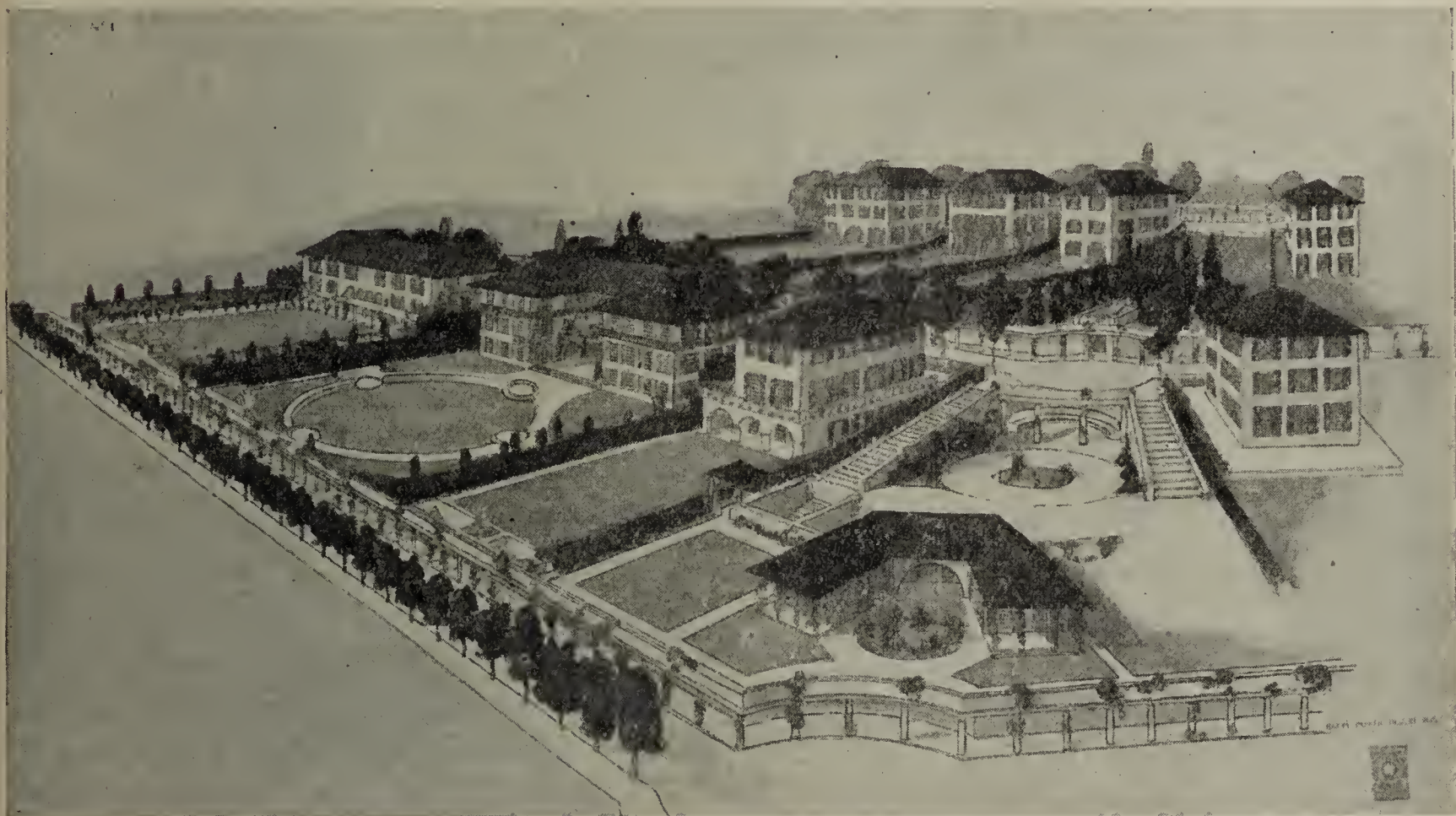


Mr. Parker's preliminary sketch for one of the Pracas, and some of the houses in Jardim America

I realize now that those whose experience has been confined to the British Isles can scarcely have any conception of the interest there is in doing work in other countries. When war broke out my principal work was in Belgium; in fact, I was in Brussels within a day or two of the German invasion of the country. Later my chief work lay in Portugal, and my work there was barely finished when I had to go to Brazil. Perhaps it is scarcely realized what actual building work in a foreign country really entails. To take Brazil as an example. The habits and life of the Brazilian family are very different from ours; the planning of a Brazilian house is different. Brazil is very rich in hard woods, and soft woods are scarcely used. Therefore, all scantlings differ from those one is accustomed to. Roof construction is different; floor construction is different; the sizes of bricks are different; and what we should call bye-laws are very different. All drawings, of course, have to be to metric scales. The methods of arriving at estimates of the cost of a building are different from the English methods. Specifications follow different lines from those we are accustomed to; and the bases of contracts are different from ours, involving different methods of sub-dividing the work among the various tradesmen. At first, the only help I could get in preparing drawings was that afforded me by civil engineers who had never had anything to do with the preparation of architectural drawings. I eventually got together an architectural staff. The cosmopolitan character of the staff, engineering and architectural, was somewhat interesting, as nearly every quarter of the globe was represented at one time or another.

Our difficulties in getting the actual building work carried through were exceedingly amusing. Much of the building work done in Brazil is what one might call

"rule of thumb" work. Foremen and tradesmen on the work are very little accustomed to working to detail drawings; many of them cannot read drawings at all, and others only read them very imperfectly. The extent to which I had to have work pulled down and rebuilt was distressing. Frequently I had to resort to cutting a little model of what I wanted in whatever came handiest, a potato, a piece of soap, a pear, or else to modelling it in clay, that a man unable to understand drawings might



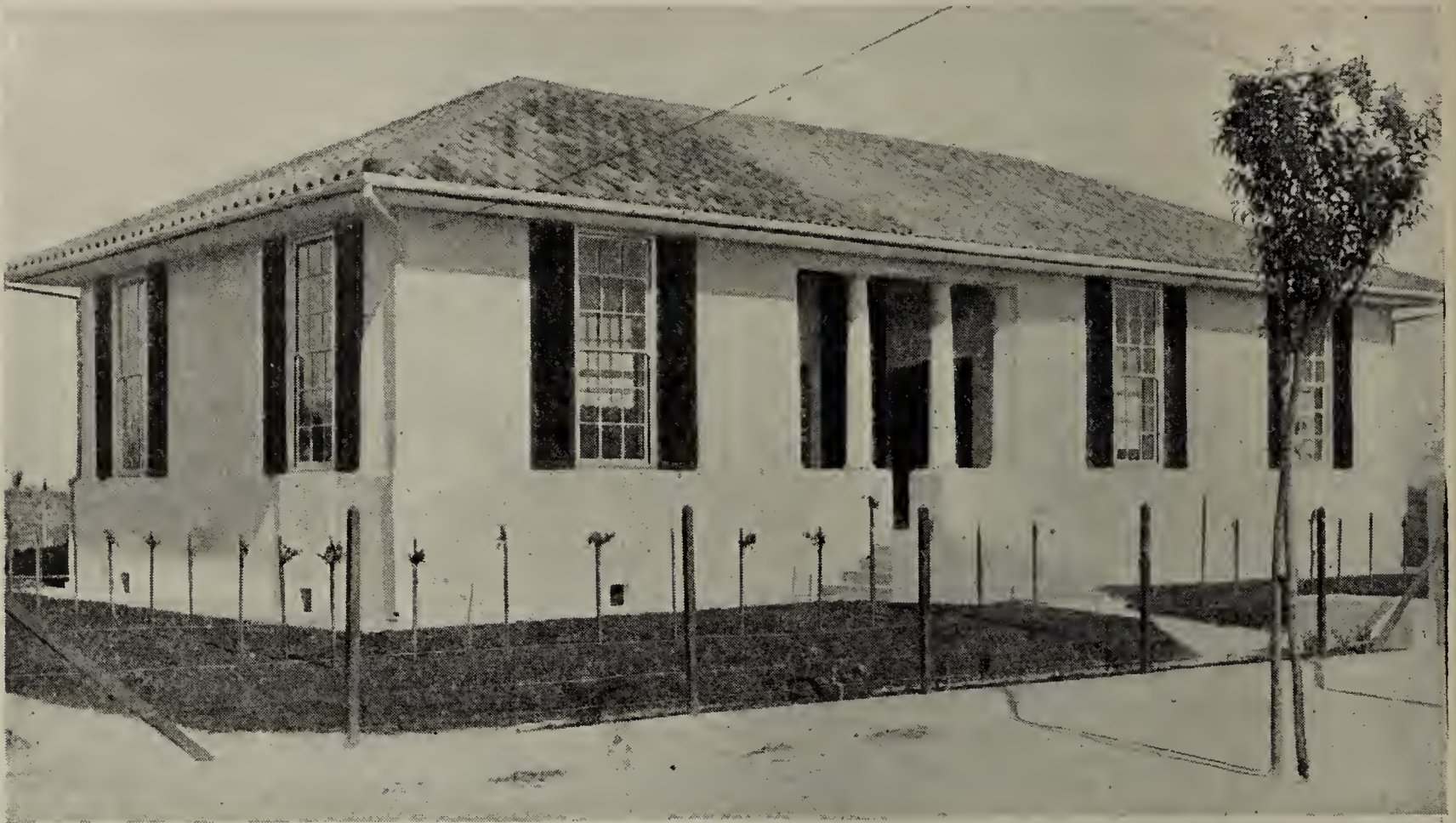
One of Mr. Parker's sketches illustrating his report on Pacaembú

grasp what I wanted by seeing it in the round or in a plastic form. However, we got some dozen or more houses built, and the building of these houses had just the effect we anticipated; tens of thousands of pounds worth of land were quickly sold, and we had rapidly to extend development and open up more and more land.

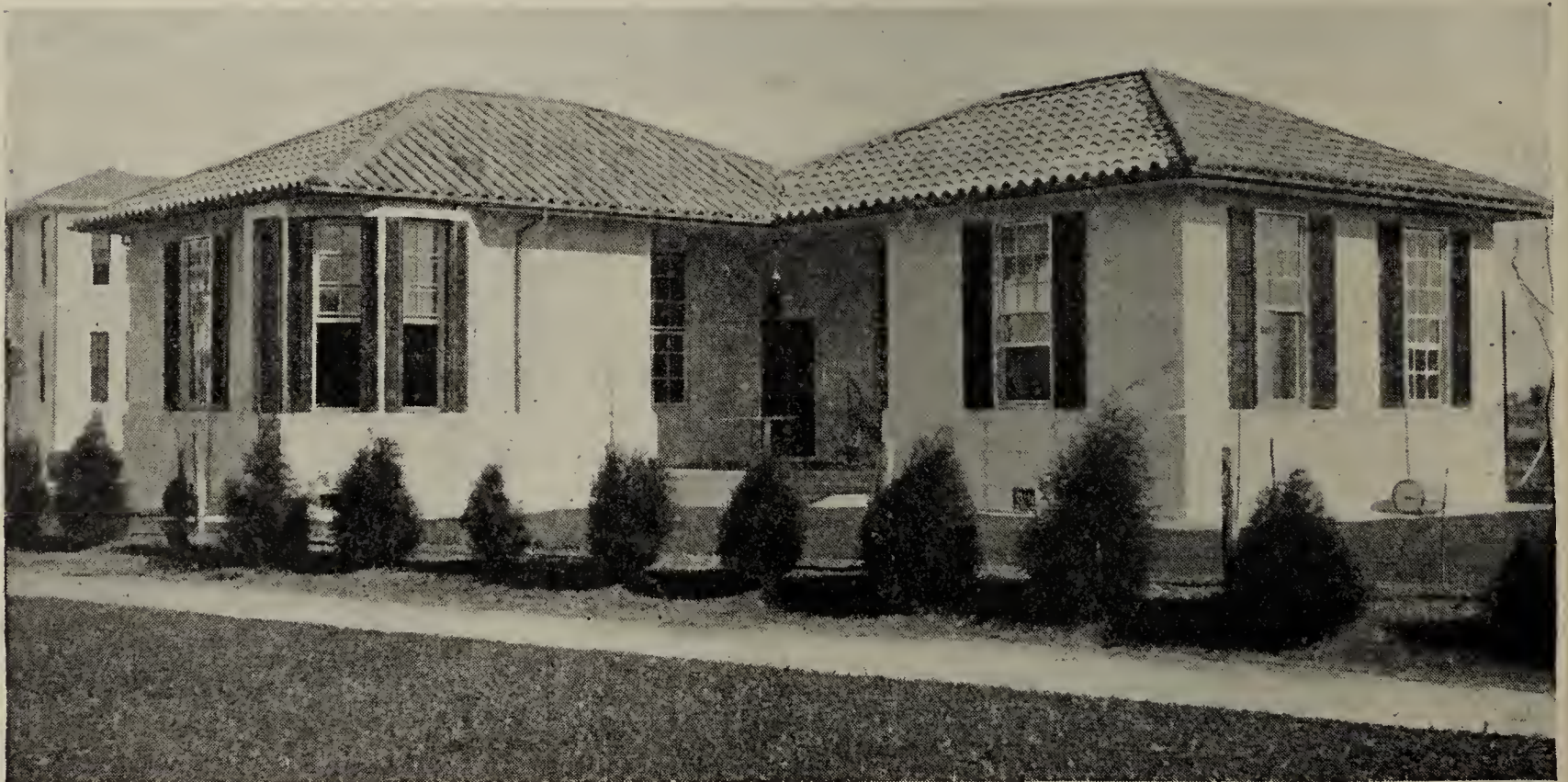
In the meantime my report on Pacaembú had been considered by the Prefect of the municipality and by the Director of Public Works. The Prefect was an exceptionally able man, open and willing to receive new ideas, very anxious to help and always considerate. And one could not be associated with a pleasanter and more able man than Dr. Freire, the Director of Public Works to the municipality of Sao Paulo. He had been educated in his profession in Paris, but in addition was a Member of the English Institute of Civil Engineers, and also of the American. He had visited Letchworth and Hampstead with Mr. Gurd, the Managing Director of the City of Sao Paulo Improvements and Freehold Land Company. In his library I found almost every book, whether English, American, or of any other country, which bore on town planning and kindred subjects.

My report on Pacaembú seemed to convince these gentlemen that the laws relating to the planning and construction of streets must be modified in order that the estate might be developed in the way I wished. But, in the meantime, Messrs. Armour, of Chicago, had commenced to build an enormous meat-packing plant in close proximity to another estate (Lapa) which also belonged to the Company. So I tackled the lay-out plan for this estate, as development on it with a view to the provision of houses for heads of departments and employees of Messrs. Armour & Co., was shortly expected.

In planning for this estate I followed a method which I have always strongly advocated. Before planning any streets or roads I first prepared a number of type plans of workmen's cottages. We wished these cottages to be an advance on the



Barry Parker, F.R.I.B.A., Architect



Barry Parker, F.R.I.B.A., Architect

accepted Brazilian workman's house. Now, here again the problem in Brazil is quite different from what it is at home. The custom in Brazil is for the workman to own the cottage he lives in. If he cannot afford to buy a piece of land and pay cash for it he makes some financial arrangement which enables him to buy it and pay for it by instalments, and then starts to build his house piecemeal. Perhaps he builds one room only, frequently only the shell of this room. In the rural zone of a Brazilian city you often see the workman and his family living in this room, unplastered

and without windows, until he is in a position to buy windows and have the walls plastered. When one room is completed he adds another, and so on, until the structure is complete, when he begins to add the ornament of which he is so fond.



Barry Parker, F.R.I.B.A., Architect



Barry Parker, F.R.I.B.A., Architect

The cottages I designed for Lapa, therefore, had to be such as could be erected in this way, and the problem was to devise a plan which involved the minimum amount of alteration and demolition at each stage.

Meanwhile, the Prefect of Sao Paulo had asked me to advise on a park in the heart of the city of exceptional interest. This park was nothing more nor less than a piece of the primeval forest left in its natural glory, except that a few winding paths had been laid among the trees. It was bounded on one side by the Avenida Paulista, a magnificent, wide, tree-lined street, on the opposite side of which was the "Trianon," a belvedere erected by the municipality on a point which commanded a fine view over the city. The park was practically unused by the public. It was possible to pass and repass it on the Avenida Paulista without even realizing it was there. What



Barry Parker, F.R.I.B.A., Architect

was needed was a scheme which weaved it and the Trianon into one architectural composition, which opened up the park and made it available as a public park without destroying any of its natural beauty, and in addition made the park and Trianon the decoration to the Avenida Paulista which they should be. The municipal authorities also commissioned me to lay out a park of some 700 acres in extent in another district. On their asking me to do this I pointed out to them that this latter park should form part of a complete system of parks, and not be conceived as an isolated unit. This proposition seemed to appeal to them, and they asked me to write a report on its feasibility and advantages. This entailed my spending a long time walking and riding and driving in the environs of the city locating a park ring. The city of Sao Paulo is surrounded by villages and hamlets, all of which are growing, and the city itself is growing out to meet them.

I pointed out to the municipal authorities that between all these villages and hamlets and the existing city an open belt of park-land, making a complete circle round the existing city, should be acquired at once, before it was too late. My proposition was that this belt should be a wide one; that the middle of it should be

dedicated as a park in perpetuity, and that this should be made a remunerative undertaking to the city by re-selling the land on its margins at the enhanced value the dedication of the central strip for park purposes would give it. I am pleased to say that my report on this was enthusiastically received ; but here again legislation is necessary. At present the municipal authorities have only the power of acquiring land for a specific purpose ; they cannot acquire it to sell again, and the law will have to be altered to enable them to carry out the scheme. Some of the land I designated for park purposes is already the property of the municipal authorities



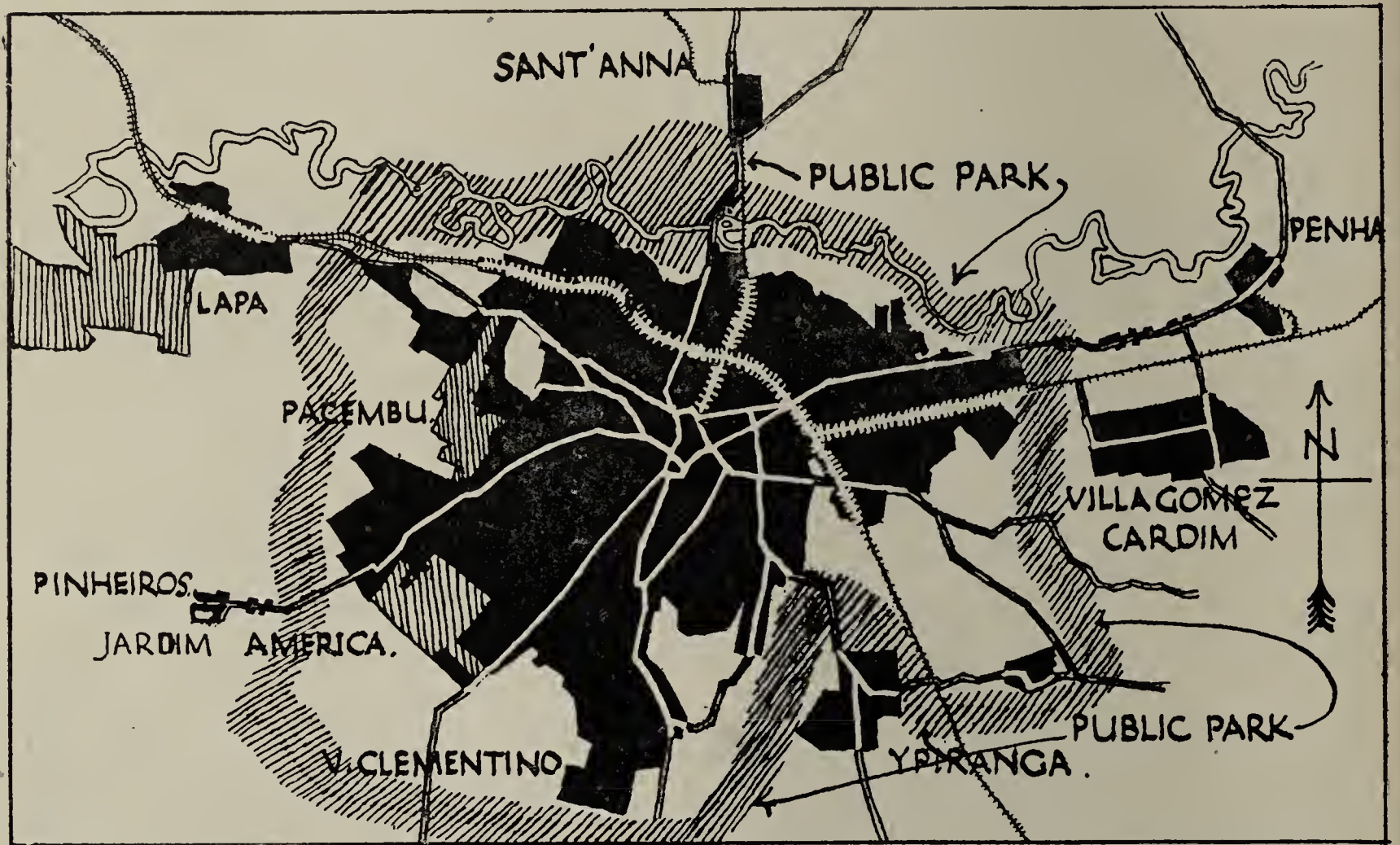
Barry Parker, F.R.I.B.A., Architect

of the city of Sao Paulo, but most of their land is low-lying and subject to floods.

The explanation of the possession of this land by the municipality suggests a brief sketch of the history of San Paulo. Brazil was discovered in the year 1500 by the Portuguese. For a long time, of course, it was a Portuguese settlement inhabited for the most part by natives, and to an almost negligible extent by European settlers who lived on the east coast. The Portuguese Government thought to encourage emigration to Brazil, and at the same time find a means of satisfying the demands of rapacious nobles and statesmen at home, by dividing up the colony, or at least so much of it as bordered on the Atlantic, into what were called "captaincies," and giving each captaincy to one of its subjects. The city of Sao Paulo, however, was founded by Jesuit missionaries who landed at Sao Vicente, and were driven from there to Sao Bernardo, and ultimately to Sao Paulo. There is an interesting and rare map made in 1810 and copied in 1841. It shows how the original city occupied a triangular plateau between three eminences on each of which was a monastery. These monasteries occupied the strategic points most easily fortified. It was not against the natives that the missionaries had to entrench themselves so much as against the traders, who, being jealous of the success which the pacific methods of the

missionaries met with among the natives, and because of the miserable failure which had attended their own ultra-barbarous methods, made war on the missionaries. The traders drove the missionaries from Sao Vicente to Sao Bernardo, and so persecuted them there that they went further into the interior and selected the site of Sao Paulo, because of its strategic advantages, on which to set up their fortified convents and carry on their missionary enterprises.

The Rua Sao Bento, the long straight street running from the monastery of Sao Bento to that of Sao Francisco, which is to-day perhaps the busiest and most



A Map illustrating Mr. Parker's proposal for a Park Ring for Sao Paulo, and the positions of the Lapa, Pacaembu and Jardim America estates

important street in Sao Paulo, while at the same time one of the narrowest, occupies exactly the site of the primitive road on which the earliest native converts to Christianity planted their huts when they came to Sao Paulo to live under the protection of the missionaries from the marauding traders. Such was Sao Paulo in these early days, built in the fastnesses of the great mountains 2,400 feet above the level of the sea, and to such a city came the captain to whom the whole district was assigned. This captain took a point in the centre of the city and from it struck a circle with a radius of a certain number of kilometres (I forget how many), giving to the municipal authorities all the land within that circle. Year by year this land has been assigned by the municipality to settlers—at first free, until now the remaining land lies too low to offer desirable building sites. In fact, a map coloured to show what land is to-day in the possession of the municipal authorities may be taken as showing the land which is liable to be flooded. It must be remembered that in 1886 the population of the city of Sao Paulo was 47,000, and that the population to-day is approximately 500,000.

I also laid out large areas of land belonging to the municipality of Poços de Caldas, a city in the heart of Brazil in the State of Minas, and hundreds of miles from Sao Paulo. I laid this land out as parks and gardens. I was very glad I was asked to do this work. It gave me an opportunity of seeing something of the interior life in

Brazil. It came towards the end of my stay, and when I was beginning to fear that I should come home again having seen little of the country beyond a few of its large cities. The journey from Sao Paulo to Poços de Caldas I shall never forget. The coffee plantations, the tropical forests, the wild mountain scenery made this a trip



A plan of Sao Paulo made in 1810 with additions made in 1841. The plan shows the three monasteries and the street connecting S. Bento and S. Francisco

which can never be erased from one's memory. An even more memorable excursion was one from Poços de Caldas to Rio Verde, by a track over which a gang of men were sent in advance of us to make just passable for us. Brazil is a wonderful country and has a great future before it.

HOUSING DEVELOPMENT IN THE Department of the Seine

By G. MONTAGU HARRIS

THE garden city movement in the country of its origin has achieved its success without assistance of any kind either from the Government or the Local Authorities. In Germany many large towns have encouraged, financially and otherwise, the development of their suburbs on what is described as "garden city lines," or the establishment of a garden colony to house their surplus populations. It is, however, France which has shown itself the pioneer country in the matter of legislation to enable direct action to be taken by constituted governmental authorities in the purchase of land and the actual development of garden city settlements *ab initio*. An admirable account of what has been effected in one Department is contained in the report,* which has just been published, of the proceedings of the "Office of the Department of the Seine for cheap dwellings," from its establishment in July, 1916, up to the 31st December, 1918.

A law of December 23rd, 1912, authorized the establishment as public institutions of *Offices publics d'habitations à bon marché*, whose objects were expressly to include the creation of garden cities. These offices were to be formed by decree of the Council of State on the proposition of ministers at the request of the local authority concerned (*conseil général*) after consultation with the various public bodies directly interested. The business of the office would be carried out by an administrative council of eighteen members, of whom six would be appointed by the Prefect (*i.e.*, the chief of the Department), six by the municipal council, the joint committee of communes or the Council-general (of the Department), as the case might be, and the remainder nominated by various institutions concerned; and women could be members.

Under the powers of this law the Council-general of the Department of the Seine, which is the Department surrounding Paris, issued a decree dated July 18th, 1915, creating an *office public des habitations à bon marché* for that Department, but the administrative council was not actually formed until July 6th, 1916. In accordance with the terms of the law, the administrative council proceeded forthwith to appoint the honorary officials, consisting of a president, three vice-presidents, a manager (*administrateur délégué*) and a general secretary, the first manager being M. Henri Sellier, a member of the Council-general, to whose energy is mainly due the establishment of the office and whom we have to thank for the admirable report now under review.

The administrative council is divided into four permanent committees, viz. (a) architectural and æsthetic, (b) for letting of sites, (c) financial, and (d) legal. It also appoints and fixes the payment of a chief secretary, an administrative secretary, a treasurer and a number of architects and other officials, but the duties of the manager cover so much ground that it is clear that the actual working of the office rests mainly on his shoulders.

M. Sellier makes it clear in his report that the part of his work in which he is most interested and to which he attaches the greatest importance is the creation of garden cities; but while he realizes the full meaning of the phrase in the sense originally

* *La constitution de l'office des habitations à bon marché du Département de la Seine.* (32, Quai des Célestius, Paris. IV.)

intended by Mr. Howard and carried into effect at Letchworth, and while he aspires to similar enterprises in his own country, he admits that the objects of the office of which he is manager are, as he says, "strictly limited and defined, consisting in the erection of groups of houses fitted to relieve the congestion of the City of Paris and its suburbs, to serve as an example to the owners of building sites who have during the past thirty years literally exploited the area and to show how, while keeping in sight the normal economic and moral conditions of urban life, it is possible to supply the working population, manual and intellectual, with dwellings presenting



Lay-out of the Malabry Estate

the maximum of material comfort, hygienic conditions of a kind to eliminate the inconveniences of the great towns, and methods of æsthetic lay-out contrasting markedly with the hideousness of the systems hitherto in force."

With this intention the Council-general of the Seine have voted a sum of 10,000,000 francs (£400,000) to the office for the acquisition of land for housing purposes, and the report in question contains full particulars of five sites which have been acquired for this purpose, with plans of their future lay-out.

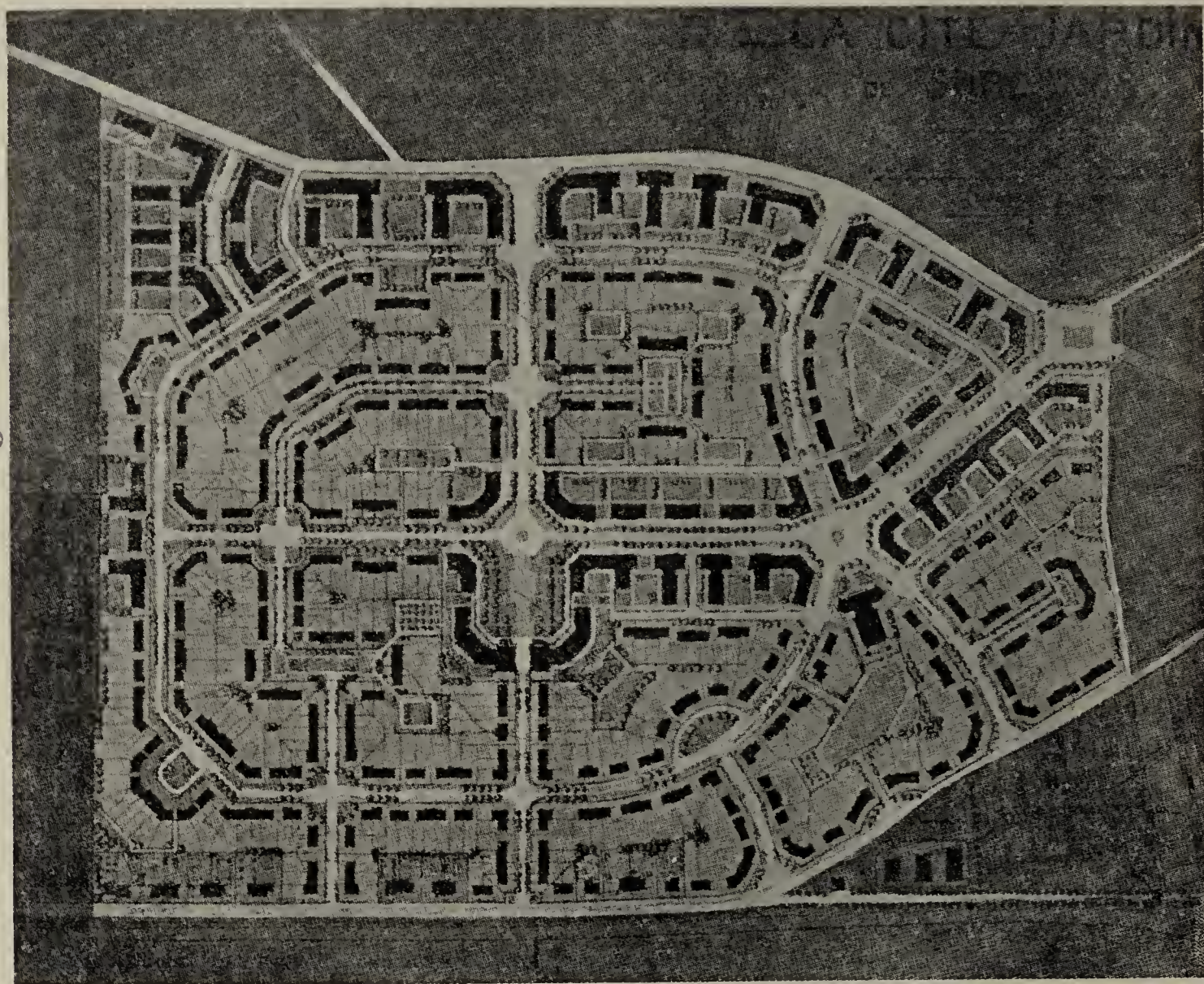
Two of these sites, at Plessis-Robinson and Malabry, cannot, says M. Sellier, be considered as working-class areas in the narrow sense of the word. There is no industry in the neighbourhood, and consequently there are no local needs to be satisfied. The only class of inhabitants for which these places will be suitable are those engaged in clerical and business occupations in Paris, who are not obliged to be very early at their work in the morning or late in the evening and who enjoy the advantage of "the English week."

The Plessis-Robinson estate is situated about $3\frac{3}{4}$ miles from the Porte de Châtillon at Paris and consists of rather more than 158 acres, of which it is proposed to devote some 52 acres to streets and open spaces and to public buildings, leaving 90 acres for dwelling-houses, to be let in 1,200 lots averaging 380 square yards each, providing for a population of about 5,000.

The Malabry estate is near Plessis-Robinson and covers about 140 acres, of which about five are to be reserved for co-operative houses and 87 to be let for ordinary dwellings. It is suggested that a colony of art-workers might be organized at the edge of the forest and that an electric power station might be set up to supply motive power for such small industries.

The proposed scheme of thirty-two acres at Champigny is, from its situation on the line from Paris to Belfort, suitable as a centre for railway workers, and it is proposed to lay it out in such a manner as will be specially suitable for that purpose.

At Suresnes-Rueil, the land which has been acquired by the Office is in immediate proximity to a large industrial area, in which the housing difficulty has proved to be considerable. The general lay-out of the seventy-five acres, therefore, will closely resemble that of an urban centre for a population of some 6,000, mainly skilled artisans, earning high wages.



Lay-out of the scheme at Suresnes-Rueil

Stains lies on the north-east side of Paris, in an industrial region, where the factories employ mainly unskilled workers. The scheme which is to be carried out on some sixty-five acres here must therefore be designed for tenants who can only pay low rents.

From these brief notes it will be observed that the Office have fully recognized the different problems which they have to face on their five estates, but it is clear that in spite of these differences, it is intended to deal with them all on the housing principles which have been worked out in this country. M. Sellier quotes constantly and at length from Mr. Raymond Unwin's book on Town-Planning in Practice and expresses the intention of the Office to be guided by Mr. Unwin's advice.

M. Sellier is specially strong in his insistence on a style of building appropriate to all the local conditions, but at the same time he is greatly in favour of variety, and expresses the opinion that "one of the defects of certain English villages which have been planned in recent years has been that of constructing on sites which have been judiciously planned and which are open to no criticism, buildings of the same type indefinitely repeated and giving a most unpleasant impression of uniformity."

As regards the economic aspect of the question, M. Sellier lays it down that in no case must the Office relinquish the ownership of the soil without the introduction of the strictest conditions to provide against speculation, or without a system of contract which will preserve for the community the benefits of the unearned increment.

The report is so full of excellent material that the account given above by no means does justice to it. It will be understood, however, that the Department of the Seine has officially embarked upon a policy which, so far as it goes, is in accord with the principles of the Garden City Association and is avowedly inspired in its action by the Association's propaganda and example. M. Sellier realizes, nevertheless, that far as they have gone, they have not yet gone far enough. It is not merely that the settlements which they are establishing are not real garden cities, but that the sum voted is not under existing conditions sufficient to meet the needs. In this country, however, we shall watch with interest the work which the Office of the Department of the Seine has taken in hand.

WHAT IS BEING DONE

(I) *By the Government.*

THE Housing and Town Planning Bill received the Royal Assent on July 31st; it comes into force at once. Dr. Addison has appointed a committee to advise his Department as to the best methods for disseminating information with regard to housing. The Committee consists of the following members: Sir Herbert Morgan, K.B.E. (Chairman); Mr. H. R. Aldridge; Mr. H. Holford Bottomley; Miss Chinton; Capt. R. L. Reiss; Mr. Lleufer Thomas; and Mr. J. Silas Whybrew. The Committee called a conference of organizations concerned with social welfare on July 30th, when Dr. Addison delivered an address. A fortnightly journal entitled *Housing* is being issued by the Ministry, at present for official use, though copies can be obtained from the Stationery Office (and from the Office of the Association, 3 Gray's Inn Place, W.C.1), price 3d. each. The first issue was dated July 19th and consists of sixteen pages. The journal is well illustrated: its two most valuable features being a page of answers to questions arising upon housing schemes and a record of the principal articles on housing in current periodicals. The Ministry have circularized the local authorities (July 29th), asking for a return of property available for conversion into flats or tenement dwellings for the working classes. The return is asked for within fourteen days, and the object is to put into operation Section 12 of the new Housing Act. The Ministry have issued a circular (D.76), stating the procedure to be adopted with regard to sewer and street works when the Ministry have approved the lay-out plans. It is pointed out that these works may be carried out by contract or by means of direct labour by both local authorities and public utility societies. In the latter case the authority or society must satisfy the Ministry that economy and despatch will be secured by the adoption of this method and that they possess the necessary organization for carrying out the work. The first of a series of General Housing Memorandas has been issued (D.80, July 18th, 1919). This memorandum modifies the procedure in the submission of housing schemes; the approval of the plans for the lay-out and houses is now delegated to the Housing Commissioner, so that, after the Ministry have approved the site proposal, it will only be necessary to submit the scheme to the Ministry at the stage of the approval of tenders and for sanction to any necessary loans. The memorandum proceeds:

The best results at the present time will be secured by pressing on with a large number of smaller schemes or sections of large schemes. If large schemes are complete or are likely to be completed in

a short time there is no reason for deferring them, but generally an immediate submission of a section of a scheme is better than the submission of a large complete scheme at a later date. Further, there are many small builders who would be prepared to undertake contracts for 20 or 30 houses, or in rural districts 10 or even less. Every effort should be made to induce such builders to start at once.

A large number of sites have been approved by the Ministry and many more will be shortly approved. In many of these cases there is an existing frontage and a sewer is available. In such cases expedition would be secured if local authorities would prepare a lay-out plan for the whole estate in outline only and prepare house plans for the houses to be built on the existing frontage and, after the approval of the plans by the Housing Commissioner, obtain tenders at once.

While the local authority may be quite properly considering the acquisition of a large site or a number of sites for their scheme, it may often be possible for them to acquire immediately a smaller piece of land fronting on an existing sewered street. Proposals for the acquisition of such land should be put forward at once if the site is suitable and the price appears after consultation with the District Valuer to be such that the Ministry could approve. A small scheme should be at once prepared and as there will be no need for street and sewerage work it should be possible in many cases to erect houses this year and also for local authorities and builders to acquire valuable experience for future schemes.

The suggestions above are made with a view to meeting a very serious emergency by the actual erection of some houses now rather than by the preparation of schemes for many houses later. While this is so, the preparation of the fuller and more carefully considered scheme must not be lost sight of.

(2) By Local Authorities.

The total number of schemes submitted to the Ministry of Health up to July 26th was 3,541 (many authorities submit more than one scheme, it should be remembered). Site schemes numbering 1,016, representing an area of approximately 14,517 acres, had been approved up to that date; 243 lay-out schemes had been approved, and 180 house-plan schemes representing 12,228 houses. The Ministry has authorized the Willesden Urban District Council to take advantage of a loan of £70,000 offered to the Council to be expended on housing.

Birkenhead Corporation have accepted tenders for £125,000 for the erection of 144 houses. This cost is exclusive of land; it is expected that other houses will cost £1,000 each, and a million pounds will be required to defray the costs of the whole scheme. The highest rent charged will be 15s., the annual revenue being about £37,500.—*Municipal Journal*, July 11th, 1919.

Dysart Town Council have under consideration an offer from the Earl of Rosslyn's Trustees, of a building site of four acres twenty-eight poles at a price of £1,252 10s.—*The Architect*, July 11th, 1919.

Newcastle-under-Lyme Town Council have accepted a tender for the erection of twenty-six houses, the figures being £1,647 per pair and £1,299 per pair.—*The Architect*, July 11th, 1919.

Rainford Urban District Council have accepted an offer from the Earl of Derby to sell land of a total area of 4,745 square yards, at a price of £280, the cost averaging 1s. 6½d. per square yard.—*Liverpool Post*, June 18th, 1919.

Luton Rural District Council have accepted a tender for the erection of twenty-four cottages in concrete, with concrete staircases and composite floors at £350 each as against £540 for the same cottages in brick-work.—*Municipal Engineering and Sanitary Record*, June 26th, 1919.

Grimsby Rural District Council have received from Lord Yarborough an offer of £1,000 and two acres towards the cost of the first fifty workmen's houses at Immingham.—*Daily Mail*, July 1st, 1919.

The Chester Town Council have provisionally purchased 36 acres of land at Great Boughton at a price of £7,738.—*Liverpool Courier*, June 26th, 1919.

The City of London Corporation proposes to erect 2,200 houses outside the city precincts to give accommodation to 11,000 persons at an estimated cost of £2,000,000.—*Municipal Engineering and Sanitary Record*, July 3rd, 1919.

Cardiff City Council have been recommended to purchase eighty-six acres on the Bute estate at a cost of £38,600 (£450 an acre).—*South Wales News*, July 8th, 1919.

Tilbury Urban District Council's scheme of 1,500 costing £1,000,000 has been approved by the Ministry of Health.—*Evening News*, July 10th, 1919.

Salford Corporation propose to purchase a site comprising about thirty-nine acres of land at a cost of £17,100.—*Red Ensign*, July 6th, 1919.

Kingston Borough Council are purchasing a site of twenty-one acres for 200 houses at an average cost of £320 per acre.—*Red Ensign*, July 9th, 1919.

Ripon Corporation are considering a notable scheme for creating, developing and extending the commercial importance of the city, which is the direct outcome of the war. There are those in the Corporation who are ambitious to see the city progress, and they recognize that to-day there is an opportunity to take a place in the van of progress. The Government made constant use of the city during the war years: two great camps were established north and south; and it is the south camp which the city hopes to make the medium of her upward and outward climb. This camp covers an area of approximately 500 acres and is thoroughly up-to-date, with about 1,000 well-built huts and sheds and canteens of wood, with large hospital buildings of a more substantial character. The camp is intersected by many miles of excellent macadamized roads and a broad gauge of light railway runs through it. As it stands to-day it has cost well over half a million of money, and the Ripon Corporation contend that

it will cost as much again to clear the ground, take away the roads and the elaborate drainage system, remove the electricity supply with its power station, take up the railway and make the ground fit for farm purposes, and even then, experts agree it would be worthless for the purposes of agriculture for another ten or fifteen years. Ripon proposes an alternative, and beyond question a more business-like scheme. The city asks the Government to purchase outright the land on which the south camp is built, compensating the former farmer tenants, and give Ripon a five-year option on it as it stands. The Corporation are confident that within that space of time they can induce large manufacturers and engineers to bring new industries or extensions from other centres to Ripon, and they are prepared to offer exceptional facilities to business firms to that end. Another aspect of the scheme is the extension of the camp railway two or three miles further on to Kirkby Malzeard, the centre of a rich agricultural area which for too long has been impoverished and hindered in proper development because of the total lack of such communication with adjacent markets. Ripon's ambitions are favourably regarded by the War Office, the Disposals Board, and the Ministries of Munitions and Reconstruction, and it may well be that very soon the old city may be the pioneer home of a new industrial garden city movement.—*Daily Telegraph*, July 14th, 1919.

THE LONDON TRAFFIC PROBLEM

The following is a summary of the evidence prepared by Capt. R. L. Reiss and Mr. C. B. Purdom on behalf of the Garden Cities and Town Planning Association, for the Select Committee of the House of Commons on Transport (Metropolitan Area). Mr. Purdom appeared as a witness before the Committee on July 9th, 1919.

1. The main problem of London traffic is that of bringing workers to and across London to their work. It is this kind of traffic that is the most difficult to deal with and the least remunerative; it is this traffic that is a dead waste to the individual, to industry and to the community at large; and it is for this traffic that a permanent means of relief is required. It is generally assumed that the problem is to be solved by the creation of new arterial roads and by increasing and speeding up the systems of mechanical transport between the centre and the suburbs. Too little consideration has been given to the means of reducing the needs of passenger traffic by the co-ordination of residential and industrial development.

2. We believe that a large part of the traffic difficulties of London are caused by the overcentralization of industry and commerce and the lack of system in the development of the area. No permanent solution can be found in any scheme of traffic improvement not based upon a full consideration of the future developments of both industry and residence. We agree that roads, tramways, omnibuses, tubes and surface railways should be co-ordinated throughout Greater London and the region beyond. But unless this is done in conjunction with the control and planning of the area for residential and industrial purposes, it will be ineffective.

3. The present state of the traffic problem arises out of the character of London development. The movement of the residential population from the centre to the outskirts, with which everyone is familiar, has been accompanied over a long period of years by the increase of commerce and industry in the centre. This has brought about a separation of working and residential areas, with the result that more and more of the working population have to pass twice daily between the centre and an ever widening outer ring. Each time that a new residential area has been brought into touch with the centre by means of the extension of the tube railways, the traffic congestion at the centre has been increased.

4. Most of the discussion of London traffic proceeds on the assumption that the past development of London must inevitably continue. We believe that assumption to be erroneous. Alongside the spreading of population in the outskirts, and as a result of the difficulty of acquiring industrial sites in the centre, the inner and outer suburbs have suffered a steady invasion by industrial undertakings, and large and small factories are to be found at work throughout Greater London. This indus-

trial development has extended far beyond the present metropolitan boundaries. We believe that this new tendency of industry (which is not peculiar to London) is a sign of important economic forces which will profoundly affect the course of London development. Left to itself it has added to the confusion of traffic. Factories have been established without regard to housing location, which has produced (among other things) an enormous amount of cross-travelling—for example, workers at the new engineering works at Willesden reside in Holborn, Walworth and other places in the inner area, and men living in Stepney go out to work as far as Tilbury.

5. We suggest that the growing tendency of industry to establish itself outside the centre should be encouraged ; for if properly directed it could be turned to the advantage of the development of Greater London and become a means of simplifying the whole problem of London traffic. The improvement in the speed and cheapness of transportation which has made suburban development possible equally permits of the decentralization of many industries at present working under great disadvantages in London. The tendency towards industrial decentralization needs to be co-related with the tendency of the population to live under healthy conditions in country surroundings. If new industrial areas were developed in conjunction with good transportation and adequate housing schemes, they would be taken advantage of by manufacturers who seek for improved conditions of production, as the experience of the garden city at Letchworth has proved. The difficulty of the manufacturer who wishes to establish works in the country is that he cannot find houses for his workers.

6. It is hardly necessary to point out that if the 29,000 dwellings proposed to be erected by the London County Council within the next five years, together with 2,000 by the City Corporation and the still larger number that may be expected to be built by the eighty-seven other housing authorities in Greater London, are built as dormitories for workers in central London, new traffic facilities will have to be provided and the pressure upon the centre will be greatly accentuated. This kind of development not only provokes the further congestion of industry in inner London, but it encourages the haphazard placing of factories among residential areas in the suburbs.

7. Anyone who has studied the housing problem in London is aware that the present housing programmes merely touch the fringe of a gigantic problem. To allow a vast amount of house-building to proceed around London by local authorities who will not co-operate with one another will be to plunge the traffic and other difficulties of London in still deeper confusion. Yet that is what is about to happen in the sight of us all. Moreover, in the riverside area from Poplar to Tilbury there are to take place large docks and industrial developments which depend upon big schemes of housing and transportation which are beyond the scope of any existing body to foresee and provide. We think there is no escape from the conclusion that the traffic, housing, and development needs of the whole of Greater London and the surrounding area will only be satisfactorily supplied by an authority that is able to handle them together and to take a wide view of the issues involved.

8. We believe that the increasing complexity of the passenger traffic problem, to say nothing of reasons of health and economic efficiency, make necessary the setting of a check to the solid growth of the metropolis and the further development of residential suburbs. This will not be effected by the ordinary methods of town planning and the laying out of roads. It requires a scheme for the planning of existing residential suburbs as compact semi-industrial towns, and the establishment of new industrial towns in the form of garden cities with populations of from 30,000 to 50,000 throughout the Home Counties. If that were done on a scale com-

mensurate with the housing needs of London and the Home Counties, it would have an immediate and permanent effect upon the traffic problem by stemming the daily tide of passengers to the centre ; and by reducing the need for expensive new lines of road and rail communication, it would give a new direction to the development of the whole area.

THE NATIONAL CAMPAIGN

REPORTS FROM THE ORGANIZERS

Western Counties.—Organizer: P. R. MARRISON, 26, Bright Street, Bristol.

THE enterprise of the Bristol and District Branch in arranging a series of meetings in the height of summer was amply justified. Captain Reiss's lantern lectures to the boys of Clifton College and to the girls of Clifton High School proved the interest of the rising generation in social problems : his meeting with the members of the Branch was a source of inspiration : while at Redcliffe he spoke on " More Houses and Better Houses for Bristol " to a keen audience of working men and women. At the latter meeting Councillor Francome, who presided, spoke of the excellent work of the Bristol Women's Advisory Committee, and commended what he described as the sensible suggestions they had made for improving upon the house plans. Over a thousand people gathered in the Bristol Hippodrome (kindly lent by Sir Oswald Stoll), to see the Association's films of housing schemes. The Lord Mayor presided and made the interesting announcement that the Corporation intended to erect, so that they might be seen and criticized by the public, specimen houses by each member of the Housing Committee's panel of architects. The Housing Commissioner (Col. Mozley), pleaded for the assistance of the public, and especially of women, to be given to the local authorities and to himself. Capt. Reiss explained the films, and, if any doubts existed as to the effectiveness of this method of propaganda, they must have been dispelled by the applause and ejaculations of " Why can't we have the same? " which greeted the Letchworth workmen's cottages. Members are putting in good work for the Association. They have studied and criticized the premiated plans for the Bristol schemes, and are preparing themselves for public speaking by forming a Speakers' Class which the Organizer is to conduct.

North-Western Counties.—Organizer: F. PARKER, 18, Mosley Street, Manchester.

During the month the work of the Association has been steadily maintained. Two meetings were held in Manchester on July 28th : a cinema exhibition at 3 p.m. and at 7.15 an inaugural branch meeting. Both these were in Houldsworth Hall, 90, Deansgate. The Housing Commissioner and Deputy Housing Commissioner were both present. Local housing conditions when investigated are disclosing startling and sometimes distressing facts. In Didsbury, Cheshire, it was found that no fewer than eight, nine and ten persons are being " housed " in four-roomed cottages. At Walkden, Lancashire, a small village in a mining district, 369 houses have to provide shelter for two families each. These cases of overcrowding are, unfortunately, typical of the general state of things throughout the area, and where local authorities are not prepared to carry out an adequate and satisfactory scheme to meet local needs, we endeavour to render all the assistance possible to force their hands. Propaganda meetings addressed by Lt. Bamborough were held during the month as follows : July 23rd, Irlam ; July 24th, Altrincham ;

July 26th, Liverpool; July 28th, Walkden; August 11th to 16th, Blackburn; August 19th, Eccles.

London and Home Counties.—Organizer: A. T. PIKE, 3, Gray's Inn Place, W.C. 1.

An example of what has been allowed to take place because of the absence of an educated public opinion has been brought to our notice. In a certain county town, the local authority refused to erect the houses needed to meet the normal annual increase in the population. Several cattle sheds were roofed-in, additions and alterations were made and the places let at 2s. 6d. per week. It will be seen, therefore, that the work we are carrying out is essential. Another instance may be given showing the help given by our lectures. The local authority of a manufacturing town proposed to erect 150 houses. At a public meeting in the town hall, the citizens were able to learn of their powers, and decided to urge the local authority to build at least 500. The council concerned has now submitted plans to the Ministry of Health for 350 houses. Future meetings include Epping, Billericay, Wood Green, Enfield, Croydon, Waltham Abbey, Colchester.

North-Eastern Counties.—Organizer: F. D. STUART, The Homestead, York.

An effort is now being made in the North-Eastern District to undertake educational work in the areas which are most backward in their housing schemes. It has been found that some local authorities are preparing schemes which are little, if any, advance on houses planned and built before the war. It has also been found that many of the larger rural districts have not, as yet, prepared any schemes, and where we know a shortage really exists we are concentrating our energies upon these districts. We endeavour to get a few prominent people together to discuss the question, and wherever possible a public meeting is being organized. In this way, and by the local sale of suitable literature, we hope to arouse sufficient public opinion amongst the inhabitants to force the hands of the local housing authority. At present we have to cease working in a district as soon as we are satisfied that a satisfactory scheme has been prepared and sent forward to the Ministry of Health.

Midland Counties.—Organizer: J. C. HAIG, 211, Broad Street, Birmingham.

The chief event in this area during July was the cinema exhibition in the Scala Theatre, Birmingham, on July 4th, followed by a public meeting in the Temperance Hall in the evening, and a lantern lecture by Mr. C. B. Purdom the following evening in the Midland Institute. Besides these meetings, the organizer has addressed gatherings at the Cathedral Rectory, the Women's Labour Party Rooms and the General Electric Works. The last-mentioned meeting was at the dinner hour, when 400 or 500 men were present.

East Anglia.—Organizer: H. TURNEY, 4, Greyfriars Road, Norwich.

The discussions of the local authorities, urban and rural, as to needs, sites, types of houses, lay-outs, cost, material, etc., are tending to quicken public interest. In Melton Constable, where the necessities of the employees at the Railway Works affect several parishes, the District Council called a public meeting to discuss where the houses should be built. The week-end school at Norwich, July 11th, 12th and 13th, in spite of the bad weather which marred it, attracted a good deal of attention. Canon Meyrick preached a special sermon at the Cathedral on the Sunday evening. Steps are being taken to form a committee to watch events and stimulate public opinion in Norwich and district. Arrangements are also being made for a series of meetings in the agricultural areas near by.

THE GARDEN CITIES AND TOWN PLANNING MAGAZINE

INCORPORATING · THE · HOUSING · REFORMER

Vol. IX. No. 9

SEPTEMBER, 1919

Notes of the Month

ALLOTMENTS IN THE NEW HOUSING SCHEMES

So far as our observation goes the provision that is being made for allotments in the new housing schemes is altogether inadequate. In many schemes there is no provision at all, and in the best of them it falls far short of the requirements of the people. Recent experience of the demand for land in urban areas should have taught everybody that it is as necessary to set aside ample land for allotments in all new development schemes as it is to provide playing-fields and recreation grounds. The struggle that is now proceeding in the towns all over the country between war-allotment holders in public parks, and the local authorities, is sufficient to show the powerful desire of the townsman for land to cultivate. In some places land that was used for allotments during the war is being taken for building purposes without sufficient reason, where there is other land available for building: we believe that local authorities who are responsible for such actions are flying in the face of their own interests. Towns that are insufficiently supplied with allotments are, to the extent that allotments are valued by working-men, undesirable places to live in. The cultivation of allotments helps to reduce the cost of living: it increases the food supply, it provides healthy occupation for leisure time, and it adds to the pleasure of life. The cost of providing allotments is negligible in comparison with their social and economic value. And land that is so used adds to the amenities of districts and benefits the health of towns. We think that the lay-outs of housing schemes need to be criticized from this point of view. If really large provision is not made for allotments the lay-out should be considered to be seriously defective. It is no answer to say that land is available in the neighbourhood: the allotment needs to be near the house or its value at once declines.

HOUSES FOR THE MIDDLE-CLASSES

The provision of houses for the middle-classes is only a degree less pressing than the housing of the working-classes, and in one of his preliminary statements, when the Housing Bill was introduced into Parliament, Dr. Addison declared that sympathetic consideration would be given to schemes for middle-class people. That promise has been carried out by omitting to define the term working-classes in the Act. There is, therefore, no statutory definition of the term, and its interpretation depends entirely upon the Treasury and the Ministry of Health. The present policy of the Government is to be exceedingly liberal in their interpretation, with the consequence that houses built under the new scheme by local authorities and public utility societies may be let to tenants other than members of the working-class. It is unlikely, however, in view of the great demand from the working-classes themselves that local authorities will be in a position to let any of their houses to other persons. Public utility societies, however, will not be subject to the same pressure, and we believe that the facilities provided by these societies should be taken advantage of for building houses for the middle-class. The large proportion of that class which de-

depends upon salaries and fixed incomes is in the main no more able to pay an economic rent than the working man himself. They can, however, pay a better rent than the working man, and they expect something better than he wants. It is here that the public utility society comes in. By the formation of such societies it is possible for groups of people, who will be satisfied with a modest type of house, to get financial assistance from the Government. They will be required to find a proportion of the capital, say, from £150 to £300 per house, and they will have to be prepared to pay more for their houses than the rent at which the local authorities can let more or less similar houses to working men ; but for that extra cost they will have the advantage of possessing an independent organization, being their own landlords, and managing their own affairs. The house itself will have to be no larger than the maximum type of working-class house contained in the Government's Housing Manual or the Tudor Walters Report—which means four bedrooms, living-room, parlour, kitchen, scullery and bathroom. This is a type of house not too small for the majority of middle-class families under present conditions. The servant difficulty has created a need for small houses that can be run with or without occasional outside assistance. And if such houses were built, with special attention to detail and labour-saving requirements, they would be exactly what thousands of middle-class people want. That these houses would really be working-class houses is of small consequence. The distinction between the economic position of the great bulk of the middle-class and the working-classes is rapidly disappearing, and with it will go many of the old marks of class distinction. This is an obvious fact that admits of no disguise, and the sooner it is recognized the better it will be for everybody. There will be a certain number of middle-class people who can afford to pay practically anything for a house, they can and will look after themselves, and the speculator is already catering for them ; but the middle-class family of small income will depend upon the Government Scheme, and their needs can, at least in part, be met by the public utility society.

TOWN PLANNING AND THE ELECTRICITY BILL

The Electricity (Supply) Bill is being considered by a Standing Committee of the House of Commons, and the Committee have now adjourned until the autumn. The co-ordination and development of the electricity supply, which the Bill is designed to bring about, is likely to have a profound effect upon industrial location, and therefore upon town development. There is one aspect of the scheme, however, to which we hope attention will be paid by the Committee, and that is the planning and development of the areas in which new super-power stations are to be erected. It is proposed that these stations should be established outside existing towns, and the result will be that extensive development is likely to proceed around them. The Board of Electricity Commissioners will have power to buy land to establish these stations ; it seems reasonable that they should have power to purchase a wide area around the stations in order that the industrial development that is certain to take place can be properly controlled and the whole area planned in the public interest. The town planning powers of local authorities are insufficient for this purpose, and are unlikely to be fully exercised in rural districts. It is not suggested that the Electricity Commissioners should be responsible for this development, but legislative powers should be secured in the Bill to set up local Development Boards to work with the local authority and the County Council for the purpose. By this means a series of garden cities could be established throughout the country.

HOMES FOR HUMAN BEINGS

By RAYMOND UNWIN, F.R.I.B.A.

The following is part of the introductory lecture given at the Alhambra Theatre, London, on the occasion of the first Cinematograph Exhibition of housing pictures on May 22nd, 1919.

IF it were "merely houses" that we were wanting, the problem of production would be vast indeed, but it would be comparatively easy. Mere houses could be produced wholesale like Ford cars, and dumped down in serried rows anywhere. But you cannot produce homes in that wholesale manner. A home should be a place adapted in every part to the needs of a family. Though it may be



Cottages at Castle Combe, Wilts

as simple as you will, it must have about it some comeliness of appearance within and some touch of individuality of treatment or garden setting without.

It is a difficult problem to attain this and to attain it quickly—for we cannot afford to wait ; the people have nowhere to live meanwhile. But it is a problem of intense interest and fascination. I can conceive of no more wholesome pre-occupation for a people weary of the terrible pains and passions of war than that they should throw themselves heartily into the great creative task of building new homes for that young life which, always precious, we realize to be doubly precious to-day.

Modern life is very complex : its needs are many and various, not always easy to reconcile. Men need their houses to provide shelter, some enclosure for their family life, some privacy for their individual meditations ; they need comfort and convenience for ministering to their daily needs ; but they need also plenty of fresh air and sunlight with pleasant surroundings.

To provide for and harmonize all these requirements in each small house is no easy task. Nor can the difficulties be evaded by merely building larger houses, adding more rooms ; for in each house generally the work must be limited by the capacity of one woman whose whole time is occupied in house-cleaning, bed-making, preparing, cooking and clearing meals, mending and washing clothes, or minding the children.

So far from adding to this labour it is urgent that some relief should be found for the overworked housewife to whose home duties have now been added the duties of citizenship.

There is scope here for some of the inventive genius and organizing power which have brought us through the last five years. I trust it may be as successful in developing the home arts of peace, and that the clean light and power of electricity, more efficient cooking appliances, and collective supplies of hot water may be brought to the aid of the cottage housewife.

Further relief may come from the gradual development of communal services,



Cottages at Baldock, Herts

beginning perhaps with the laundry, when the housewife learns the great lesson of co-operation—that it is better in many spheres to enjoy a share of great things than struggle for the exclusive possession of small ones. To most of us this must be the alternative which life offers. It is perhaps specially applicable to the arrangement of the houses, the gardens, the greens and the playgrounds, that which we call site planning, and to the proper disposition of the roads, the tramways, the business and commercial quarters, the industrial and factory areas, the residential districts, and the parks and public buildings ; that which is generally termed town planning.

Not only must the houses be homes ; they must be set in pleasant surroundings by good site planning, and brought into proper relation to centres of employment, markets and shops, to facilities for education and recreation, by good town planning.

The houses we are about to build are permanent structures, to last perhaps 100 years, and throughout that period they will condition to a large extent the well-being of the family. If well planned and well placed each one of them may add to the comfort and happiness, may raise the quality of life of those who make it their home throughout that long period. If badly planned, cramped and inconvenient inside, crowded together in dreary streets, they will break down the temper, depress the spirits and destroy the happiness of the occupants day by day and year by year until their turn comes to be cleared away as out of date. The work then is worthy of the greatest care and skill ; the planning must be guided by trained imagination

which will see, as the land is being laid out or the house designed, a mental picture of the life that is to be lived there.

You will, I think, agree that this is no simple matter of large scale production which can be put through on the quiet by a few officials and contractors. If the work is to be done well, and done quickly, there must be a great national effort, carried out with the co-operation, the understanding, and the sympathy of the people. Every locality must do its share and above all contribute its quota of skill and imagination.

I trust that as a result of the wise decentralizing policy adopted by the President of the Local Government Board there may once more be a great revival of our local English building tradition. For no other country, so far as I know, has practised traditional styles of house building so varied and so beautiful as we have in past times. How we became so absorbed in our industrial revolution as to lose hold of a great tradition which had continued unbroken for seven hundred years is a mystery, but lose it we did, and our squalid slums and dreary industrial towns are the price we have paid. Fortunately, in every locality sufficient old houses remain for our example; not to copy, for in many ways, though admirable for their day and generation, they are quite unfitted to modern needs, but to study that we may learn the spirit in which they were built, and may take up the beautiful traditions where they were snapped.

Not only are we helped by a great tradition but we can profit by the pioneer work of modern builders who have put to practical test many new principles and ideas which have been the means of revolutionizing opinion on housing and city development.

The Garden City at Letchworth is a unique example of pioneer town development, challenging entirely the modern tendencies for towns to grow indefinitely. Letchworth is no addition to an existing town, no suburb like Bournville or Hampstead, it is a new city started on a virgin site in the midst of the country: it depends on its own industries and calls into being its own social and cultural life. Its success puts to us the question whether it is wise to allow our towns to grow ever larger: whether it were not better to have new towns.

Lord Bryce has expressed the view that there is little if anything to be gained in social or cultural opportunities from the growth of a city beyond a population of 100,000, which means that two cities of 100,000 population each afford more opportunities, more general culture, than one of 200,000. I am convinced that many of our great cities should give this question careful consideration, and that they might be wise to consider the formation of satellite cities like Letchworth to provide for their future growth.

PUBLIC UTILITY HOUSING SOCIETIES

THE NEED FOR REVISION OF THE TERMS OF FINANCIAL ASSISTANCE

By C. B. PURDOM

I

THE growth of public utility housing societies was one of the most significant social movements in this country during the five or six years before the war. These societies were either co-operative associations of working men or groups of housing reformers engaged in supplying working-class houses in the public interest. In a few instances they were, no doubt, of a purely commercial character; but these were exceptions, called into existence by the lack of strict definition in the Acts.

The total number of societies before the war was rather more than one hundred. A few of them had done no business, and the remainder had built between them somewhat less than 8,000 houses.

The capital of the societies was provided partly by the State, through the Public Works Loan Board, which, under the Housing Act of 1890, was empowered to lend up to one-half of the value of new houses, extended by the Act of 1909 to a maximum of two-thirds. The balance of the capital was found by the tenants of the societies, or by the semi-philanthropic public, and received interest or dividend at the rate of 4 or 5 per cent. Banks, insurance companies and trades unions advanced money on mortgage, or sometimes even invested in loan stock, as in a well-managed society the security was undoubtedly good.

The societies grew up at a time when private enterprise in building was declining. There are a good many explanations of the falling-off of private enterprise from 1906 onwards; but a not unimportant cause was the unstable condition of the building trade, due to its method of finance. However, the point to note here is that the public utility societies were beginning, even before the war, to replace the private building speculator. They entered the field in response to the rising demand for better conditions of life, and set up new standards of housing. The old system of building was, in fact, already out of date; and there were indications that the societies, with their ideal of public service and greater financial stability, were on the point of making great headway when the war put a stop to their operations.

No one can deny that the pre-war public utility societies made a definite contribution to the improvement of house planning and estate development. The societies caught their inspiration from Letchworth and the garden city movement, and though they did not directly advance that movement they did a distinctly valuable work of their own. For instance, they brought the architect to work upon the workman's house. For nearly a hundred years the building of working-class dwellings had been a business in which the architect had had no place. Indeed, the first criticism of the public utility societies was that their employment of the architect was a luxury. There was something to be said for the objection, for the architects had a good deal to learn, and their first experiments in pretty exteriors did not please the practical man. But the few architects who worked for the public utility societies did, in the end, solve the cottage problem, so far as it can be solved, and their work is the basis of all the current plans for the new housing schemes. Estate development was also considered, and the attention of the societies to the lay-out of their estates has

established a model that is influencing all the new plans. The pre-war building of the societies at Letchworth (where there are four), at Hampstead, Liverpool, Bournville and Glasgow, to mention a few leading examples, shows the value of their achievements.

When it became clear that the responsibility for after-war housing would have to be undertaken by the Government, it was obvious that the public utility societies could not be left out of account, and the Government stated that provision would be made for the work of the societies to continue. Indeed, it was declared that the Government depended upon the societies for a large amount of help in carrying out their housing programme. A Committee of the Ministry of Reconstruction reported upon conditions upon which financial assistance should be given to the societies; the provisions relating to the societies take an important place in the new Housing Act; the Ministry of Health has a special department to deal with them; and literature has been issued and speeches made urging their formation.

II

What is the actual position? *Not one of the public utility societies formed before the war has submitted plans under the new scheme!* Why? Because it is the unanimous view of the societies that the financial terms offered to them do not permit them to do so. A few of the societies are said to be contemplating the preparation of plans, it is true; but they either work under exceptional conditions or propose to cater for the middle class. A number of new societies has been formed, and some of them have important schemes in hand; but they are none of them of the pre-war type of society—they are either employers' societies or societies to meet the needs of the middle class. The genuine "co-operative society formed for the erection of working-class houses" is out of business.

It is obvious, on the Government's own showing, that the public utility societies could not hope to carry on. A set of figures was published in the April number of the MAGAZINE which indicated that the terms of the Government financial assistance left practically nothing for the 25 per cent. of private capital which the societies have to find; and now Mr. E. F. C. Mosse, of the Ministry of Health, has got out the following figures in which no attempt whatever is made to provide for interest on private capital:

	£	s.	d.	£	s.	d.
Total capital cost of scheme for 100 houses	60,000	0	0			
State loan (75 per cent.)				45,000	0	0
Privately subscribed capital (25 per cent.)				15,000	0	0
Rent (exclusive of rates)	0	9	0			
	<i>Estimated Receipts.</i>			£	s.	d.
Gross rent of 100 houses	2,340	0	0			
Less 2½ per cent. for empties	58	10	0			
Net rents				2,281	10	0
Government subsidy				1,063	2	6
Total estimated receipts				£3,344	12	6
	<i>Estimated Expenditure.</i>			£	s.	d.
Annual charges on State loan (including interest at 5½ per cent., and repayments of principal over 50 years)				2,657	16	3
Insurance (1s. 6d. per £100)				45	0	0
Repairs				400	0	0
Management				175	0	0
Balance to Reserve Fund				66	16	3
—Housing, July 19th, 1919.				£3,344	12	6

On these figures there is an annual loss of interest on the private capital (at $5\frac{1}{2}$ per cent.) of £825, or £8 5s. per cottage. But it will be observed that the amount allowed for repairs is only $2\frac{1}{2}$ per cent. of the gross rents: this amount should be doubled, which will wipe out the balance put to reserve; and the amount set aside for repairs is only £4 per house, which is a pre-war figure. Therefore, there is considerable risk of a further annual loss in addition to the loss of interest. Mr. Mosse's suggestion is that the rent of 9s. a week, exclusive of rates, should be increased by 6d. per week per annum for seven years, which would bring the rent near the economic level. But the initial rent of 9s. is from 1s. 6d. to 2s. too high, and the anticipated increase of 6d. a week is not likely to be realized.

The ground of the present financial offer to the societies is plainly this: that at the end of seven years the cost of building is likely to be about 30 per cent. below present cost, and will probably remain at that figure; hence the subsidy of 40 per cent. upon the Government loan; at the end of the seven years the new economic basis will be established, local authorities will be getting rents which will show no loss upon 70 per cent. of their present expenditure, and public utility societies will be in a similar position; at the same time private enterprise in the full sense of the word will be restored.

I believe the Government are making a profound mistake. The effect of their proposals is to sacrifice public utility societies to the problematic future of private enterprise. I am not concerned at the moment with arguing as to the future of private enterprise, though evidence is not lacking on which argument might be based. It is, however, certain that the statement that economic rents will be established in seven years is no more than a guess; even Mr. Mosse admits that it is "a sanguine estimate" to suppose that costs will fall by so much as 30 per cent. Moreover, it is a wild guess. Hope, it may be remarked, is not the same thing as economic law. And yet another thing is certain—the Government are inviting the public utility societies to a game of chance in which the societies are bound to lose. For even if the Government have guessed right, the societies suffer definite loss in the so-called transition period, and stand to gain nothing at the end.

As the matter stands it is really absurd for the Government to expect public utility societies to play an effective part in meeting the housing shortage. The only societies that will be able to do anything at all will be those formed by persons who have land to get rid of, by employers of a liberal turn of mind, and by middle-class people. The latter will provide a kind of society for which there is likely to be a future, though it is a future without any legislative guarantee. To the extent that societies will depend upon employers they will tend to fall under the employers' influence. It is, however, not reasonable, neither is it sound economics, to throw the burden of housing upon employers. It is not reasonable, because the employer will be required to sink capital outside his own business, and in so far as the houses will not be tied houses he will be financing less public-spirited employers. It is not sound economics, because the cost of housing cannot properly be made a charge upon particular industries, for it is a charge upon the nation at large.

That there is a widespread demand for the formation of self-governing housing societies the experience of the Garden Cities and Town Planning Association proves. During the past three months the inquiries received upon this subject from different parts of the country run into hundreds; in the majority of instances it has been found necessary, after going into the particular circumstances, to advise the inquirers against the formation of societies. This has occasioned a great deal of disappointment. Even the societies that have been registered are walking by faith rather than

by sight. Moreover, the pre-war societies, most of which are affiliated to the Association, have to continue inactive against their will, and sometimes, where they have land in process of development, at considerable loss to themselves.

I have no startling suggestions to offer as a remedy for this state of things. The limits of the financial assistance to the societies are contained in the new Housing Act, and fresh legislation will be required to extend them. That, of course, would be a simple matter if the Government could be induced to move. What is required is that the subsidy should be of an amount that would allow a return of $5\frac{1}{2}$ per cent. upon the private capital. It is not beyond the range of possibility to provide for such a result. The figures upon which the subsidy was based last March are now admittedly out of date. The full extent of the rise in prices had not then been realized; nor had it been realized that costs are up for good.

It is further necessary that the Government should frankly recognize the societies as semi-public bodies. They have hitherto been treated as a specially privileged form of private enterprise, which does not do them justice. They are really voluntary public associations, under Government supervision. If the Treasury is not satisfied that they are under effective control, that can easily be remedied. The regulations could be strengthened by adopting certain safeguards recommended by the Hobhouse Committee, which have not so far been acted upon. In particular, it is highly desirable that the character of the societies as co-operative housing organizations should be maintained. That will be seriously endangered by the proposed power of sale. The semi-public character of the societies may be destroyed by the opportunities for exploitation that this power may provide. Those who have had intimate contact with the working of societies will, I believe, agree that the power of sale is altogether unnecessary. It is, indeed, contrary to the principle upon which the societies have hitherto been based. So long as the tenants have the security of tenure guaranteed under the new regulations they have everything that individual ownership can give without its disadvantages.

The public utility societies bring to bear upon housing the advantages of individual initiative and enterprise, the specialized attention of public-spirited men and women and the co-operation of tenants, and they provide a means by which State funds may be supplemented by private capital. They do all these things in such a way as local authorities cannot attempt to do them. It is of great importance in the interest of good housing that a serious effort should be made to keep them going and extend their scope. If that effort is not made, the country will lose in the final result. We have been told many times that no possible agency must be left unused to help to make good the shortage of houses. A large source of supply will be neglected if the public utility societies are not given a fair chance; and it cannot be disputed that they do not get a fair chance under the present terms.

THE SECOND GARDEN CITY

WE are glad to be able to publish the first views of the site of the second garden city between Welwyn and Hatfield, in Hertfordshire, the preliminary announcement with regard to which has aroused a great deal of public interest. The arrangements for the scheme have not yet reached a stage at which they can be fully made public ; but it is possible to indicate the site



The Mimram, near Welwyn Station

and to give a rough outline of the proposal. It will be seen from the illustrations that the area selected for the second town to be established on Mr. Ebenezer Howard's plan comprises some very charming country. Indeed, the valley of the Mimram, a tributary of the Lea, is one of the prettiest spots within twenty miles of London. The stream carries a good volume of water and winds its way through wooded slopes for a mile or more at the northern boundary of the estate. On the south-western boundary is the river Lea. The new town will be built on the heights between the two rivers, the ground sloping gently from the north-west to the south-east.

It may be said with confidence that the site is almost ideal. The estate is about twenty-one miles from London, on the Great Northern Railway main line, with branch connections to Hertford, Luton and St. Albans. The great North Road runs through it on the west. A large part of the area, practically level land adjoining the railway, is specially suitable for industrial development, and the residential sites will be well screened from the factory district. The object

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Sketch for a Praca in the Jardim America with
the Jacaranda as a decoration and shade tree



Barry Parker, F.R.I.B.A.

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with which the scheme is being undertaken is to establish a garden city, that is a highly-organized industrial town, well-planned and equipped, surrounded by a belt of agricultural land. The amenities of the district, which, as we have indicated, are considerable, will be preserved, and the development of the town will, it is hoped, add rather than detract from the attractiveness of this part of Hertfordshire.

The new town will be a practical example of the application of the garden city principle to the growth of London. It will provide an alternative to ordinary



On the Estate at Digswell

suburban development, which is a cause of the overwhelming problem of congestion which now afflicts the metropolis. Provision will be made for a population of from 40,000 to 50,000. It is hoped that the establishment of the new garden city will lead the way to a series of such towns in the Home Counties.

Much has been learned since the first garden city was begun at Letchworth sixteen years ago. The new town will profit from Letchworth's experience, and should show a considerable advance upon the early scheme. Arrangements are already being made for the planning of the town and the provision of the necessary facilities. A Second Garden City Company will be formed at an early date. The scheme will be carried out in co-operation with the local authorities and with the support of the Ministry of Health. The town will be about twelve miles from Letchworth. We hope next month to give a full account of the whole scheme.

THE FUTURE OF GREटना

In this article it is suggested that the munition town of Greटना, a secret town started during the war, should be completed as a Garden City.

THE question of the future of the new town of Greटना has been raised a number of times since the Armistice, but so far no answer has been forthcoming. The recent sale of a large number of wooden buildings in the town has caused the question to be raised once more. It is certainly a question that presses for an answer. The extent and character of the building at Greटना is realized by few people ; otherwise a great deal more interest would be taken in the place than is evident at present. During the war the military authorities refused to allow a description of its development to be published in this country, though illustrated accounts were printed in America and circulated here ; and nothing like a full account of the scheme has even yet appeared.

We may recite a few of the facts. It is well-known that when in 1915 the Government found themselves in great need of cordite they decided to establish a factory for the purpose near the famous village of Greटना Green. That factory (or series of factories) was built, and the output of cordite was prodigious—no less than £23,600,000 worth being produced at 1916 American prices. The site chosen was fairly level country at the mouth of the Esk, nine miles from Carlisle. About eighteen square miles were secured, roughly oblong in shape, at the two ends of which the factory areas were laid out, with detached buildings specially designed for cordite manufacture. The site was partly in Scotland and partly in England. Roads, electricity, drainage and water were provided ; and the extent of the factories may be reckoned from the hundred miles of railway sidings that were constructed. The workers were imported into the district and resided to begin with in the surrounding villages and at Carlisle, Annan and other towns. They largely consisted of girls. Temporary houses and hostels were first erected on the large area between the two factory districts, and by 1917 the building of permanent houses was in hand. The town was planned by Mr. Raymond Unwin and the cottages and other buildings were designed by the architects on the special staff of the Ministry of Munitions, Mr. C. M. Crickmer being the resident architect. Large and important public buildings were erected, including three churches, an institute, a concert hall (holding 1,100), a cinema, shops, schools, club-house, together with a central laundry and a permanent central kitchen designed to supply 23,000 meals a day.

A short distance from Greटना is the subsidiary township of East Riggs, where more workers were housed, and where, in addition to temporary buildings, there are permanent cottages, shops, an institute, cinema, schools and churches.

The total capital expenditure upon the scheme was £9,184,000 including the cost of the factories and their equipment. Up to 20,000 people were employed in the town at its busiest time ; there now remain about 3,000. The manufacture of cordite is still proceeding, and the plant which is of enormous value has to be maintained.

What then is to be the future of this quite remarkable scheme ? It is clear that it cannot wholly be scrapped. When all the temporary buildings are disposed of, and even if the factories themselves were dismantled, the cottages and public buildings, the roads and town facilities would remain ; but it is equally clear that the town cannot remain as it is. It is indeed but the skeleton of a town. Without further development it will inevitably fall into decay, for the present population could not afford to maintain the churches and other permanent public halls ; and to let it stay

as it would involve a very great waste of road construction, electric plant and mains, and other valuable material.

Unless the Government quickly makes up its mind as to the future of the town, it will be impossible to prevent it from becoming another of the war scandals which agitate the public mind. There has already been a suggestion of that ; but we think it can be avoided. Even if it is decided to concentrate the whole of the cordite production for the country at Gretna, the capacity of the factory is, as the *Times* says "far in excess of any peace requirements." The Government will no doubt claim



that the actual war production of cordite justified the expenditure upon the town ; but the Government will none the less be held to blame if they do not make full use of that part of the capital expended upon the town which is essentially of permanent value.

It is, we think, impossible to escape from the conclusion that the town must be equipped with the means to provide for its further development. There is a good deal of land in various stages of development upon which cottage building could be started at once. The public buildings are an immensely valuable asset, which would be a direct aid to the growth of the town. As to the factories, the plant may not be suitable for conversion to other industrial purposes and the buildings themselves may not be adaptable ; but the roads, drainage, electricity supply and railway sidings, which are already available, make it a sound proposal to develop the factory area with fresh buildings for other forms of industry. The industrial equipment of the area is its main asset, and some use should certainly be made of it. If it is undesirable to mix up other industries with the manufacture of explosives, it should be possible to segregate the cordite factories in the smaller of the two factory areas, developing the larger area for other industry.

It is probably out of the question to expect the Ministry of Munitions, the present owners of the place, or any other Government department, to undertake on their own account the work of developing the town and attracting industry there. It is equally out of the question to suppose that the making of the district into a new local governing area would solve the problem. We agree, it need hardly be said, that the township should become responsible for its self government at an early date, but the

new authority would not be in a position to set up the machinery for taking in hand the work of development. That authority could of course prepare a town planning scheme and could build cottages under the new Housing Act; but it would be extremely unlikely to undertake the large scheme of industrial planning and development that is required. That is a highly technical business requiring expert attention.

The suggestion we have to make is that a statutory body be formed to which should be transferred the land and permanent buildings, and that part of the factory area not required by the Government for its own purposes. This body should be empowered to proceed with the planning of the town, the leasing of land, and the completion of its development as a garden city. It should be financed by the Government up to say; 75% of the capital expenditure required for new development, the balance being sought from the general public at a fixed rate of interest. The body should work under the Ministry of Health, and the local authority should be represented upon it. The cottages should be provided under the Government scheme, and other houses, shops, factories, etc., should be built by public utility societies, private persons and manufacturers. Provision should be made for the statutory body to transfer to the local authority as soon as the development of the town is approximately complete. The object should not be to set up a permanent body sharing the government of the town with the local authority, but rather a temporary organization to carry out work too large for the local authority to undertake at once. The site is an excellent one, and the existing equipment of the town is such as to make its development up to a population of 50,000 or thereabouts a feasible project. A large agricultural area could be incorporated in the town and effect could be given to the full garden city principle.

What is wanted for this kind of work is an organization something like the Belgian National Society for Local Railways, which was set up by the Belgian Government under special legislation in 1885 for the purpose of developing light railways in Belgium. The society works under Government supervision, is partly financed by the State, its capital and the interest thereon is guaranteed by the State, and it has been a thorough success.

The Government have in Gretna the opportunity for a really fine housing scheme to provide a model for future town development. No one can visit it without being impressed with the great possibilities of the place, and there can be no doubt that its future depends upon the action taken by the Government within the next few months.

. Since this was in type the Ministry of Munitions have issued instructions, stopping work at the factory at Gretna. The *Times* correspondent says: "Recently the output of the factory had been very much cut down, but between three and four thousand people will be affected by the decision to close down. The factory will not be dismantled, and a small staff will be retained. It is not yet known definitely what are the Government's intentions as to the precise use to be made of the works in the future. Doubtless it will continue, after an interval of inactivity, to manufacture cordite, and probably other forms of explosives as well. Meanwhile numerous applications for employment there are still being received, many of them coming from discharged and demobilized soldiers."

It must be obvious that neither the factory nor the houses and other permanent buildings in the town can be allowed to remain unoccupied, and the Government will have to make a prompt decision as to the future of the place. Unless waste is to be added to waste the expenditure upon the town must be made productive in such a way as we have indicated above.

WHAT IS BEING DONE

(1) *By the Government.*

THE Ministry of Health have issued a memorandum (General Housing Memorandum No. 2.) authorizing local authorities to charge to capital account, payments to temporary housing staffs and to permanent salaried officials who may be delegated to undertake work in connection with the preparation and execution of housing schemes. This will enable local authorities to charge all the expenses of a housing scheme to the actual scheme. The Ministry have now published the Standard Specification for Cottages (D. 82), prescribing materials and modes of construction which should generally be adopted for State-aided housing schemes. The General Housing Memorandum No. 3, which accompanies the Standard Specification, says :

Every scheme which has not yet gone to tender, or is not at the date of issue of this Memorandum on the point of going to tender, should comply with the standard form of specification.

It will be observed that the standard specification is drafted so as to cover various alternatives, and it should be adapted so as to suit the particular circumstances of each scheme.

The Ministry will not be prepared to approve schemes which show deviations from the standard specification, except in so far as the Ministry agree that they are rendered desirable by local circumstances and conditions.

It is very desirable that quantities should be taken off in such a way as to enable tenderers to tender for as many or as few houses as they desire. In this way it is hoped to give an opportunity to small builders to tender for work to the extent to which their capacity permits, and it is hoped that in this way lower tenders may be obtained and greater expedition in the building of the houses. Local authorities should therefore arrange that quantities should be taken off for block units of types, thus : If the lay-out provides for detached houses :—Quantities for one house of each type. If the lay-out provides for semi-detached houses :—Quantities for each pair in types. If the lay-out provides for three houses or more :—Quantities for each block in types.

A return of housing schemes submitted to the Ministry up to June 28th, 1919, has been issued (Cd. 285, 7d. post free). The following table is given in this return showing the cost of the land in the housing schemes of different classes of local authorities where loans for purchase have already been sanctioned :

	Number of Local Authorities	Number of Schemes.	Total Acreage.	Total Cost.	Average Cost per Acre.
			Acres.	£	£
County Boroughs	35	80	4742.87	941,121	198
Other Boroughs and Urban Districts with a population exceeding 20,000	44	56	1334.28	253,029	190
Boroughs and Urban Districts with a popu- lation of less than 20,000	127	146	1568.77	282,409	180
Rural Districts	58	126	528.66	59,464	112
Total for all authorities	264	408	8174.58	1,536,023	188

On the subject of the valuation of the land there is an article in *Housing* (August 16th, 1919), which states that for 300 sites which had been dealt with up to the end of July in respect of which disputes had arisen, the total of the sums provisionally agreed upon or asked was £587,927, and the price finally agreed to be paid £444,577, a saving of £143,350.

A letter has been sent to Mr. H. R. Aldridge by Sir James Carmichael (August 14th, 1919) in reply to a communication expressing anxiety lest local authorities should be required to promote economy by reducing their standards of housing. Sir James Carmichael says :

As you say, the prices revealed by the tenders sent in to local authorities could not fail to add to the difficulty of the problem, and in pointing this out to the officers of the department I have urged the importance of considering economy in the preparation and execution of schemes. It was never intended

that economy should be obtained at the cost of lowering the standard of accommodation, design or construction, but it has been brought to my notice in the last few days that some misconception exists on the subject, and it so happens that I have in the last few days discussed the matter with the Housing Commissioners with the intention of placing the matter beyond doubt. I think that I can best reassure you and your Council by giving you the gist of the conclusions arrived at after discussion.

I should preface what follows by saying that it is hoped to issue within the next few days the Ministry's model form of contract and tender, and their standard form of specification for houses, to be modified where necessary to secure compliance with local circumstances and conditions.

(a) Sites should be selected on the principles laid down in the Manual which can be easily and conveniently developed, and the price will be determined in consultation with the Valuation Department.

(b) Every reasonable economy of development must be considered in the lay-out.

(c) The accommodation and design of the houses must accord with the spirit of the Manual, and the specification must accord with the Ministry's standard specification modified, if necessary, as above. Tenders and contracts should follow the terms of the Ministry's model forms.

Where these conditions are complied with and it is clear that the tenders are based on market rates in fair competition, the Ministry will be prepared to approve.

I need hardly add that I am causing to be examined all possible proposals for securing the provision of houses more economically by studying methods both of construction and administration, and the wider aspects of the question to which you refer at the close of your letter are receiving careful consideration.

You will see that it is proposed to adhere to the standards of accommodation laid down in the Manual, and not to attempt to secure economy by the elimination of features which make for the convenience of the housewife and which are customary in the district in which the houses are to be built.

The Treasury has announced that local authorities of £200,000 and under rateable value may raise their loans from the Public Works Loan Commissioners. The local authorities with larger rateable value will be required to raise their loans in the market. A department of the Ministry of Health has been detailed specially to deal with the question of temporary accommodation, such as huts and hostels. Arrangements have already been completed whereby no suitable structures will be disposed of by Government Departments until the Ministry have exercised an option to purchase on behalf of local authorities who may want them. At the same time local authorities are to be shown the most satisfactory uses to which these temporary structures and establishments can be put, and where the housing needs are specially acute they will be encouraged to use them as temporary palliatives of the shortage.

A Deputy Commissioner, with the necessary staff, has been appointed in each Housing Region into which the country has been divided, to devote himself solely to work for the amelioration of the slum problem.

Copies of the new Housing and Town Planning Act may be obtained from the offices of the Association, price 6d., post free 7½d. A pamphlet upon the powers and duties of local authorities under the Housing Acts is being prepared by the Ministry. It will be on sale, price 3d. post free. A leaflet explaining the Act has also been issued price 1½d. post free.

The Local Government Board for Scotland have issued a Memorandum containing selected plans and designs of some of the successful competitors in the recent Scottish competition (price 3s. 6d., postage 4d.). There are several pages of interesting comments upon the plans. We recommend the Memorandum to the readers of the MAGAZINE, particularly for a study of the lay-out plans given in it.

(2) *By Local Authorities.*

The total number of schemes submitted to the Ministry of Health up to August 30th, was 4,481 (many authorities submit more than one scheme, it should be remembered). Site schemes numbering 1,392, representing an area of approximately 18,200 acres, had been approved up to that date; 370 lay-out schemes had been approved, and 275 house-plan schemes, representing 16,940 houses. The Derby Corporation have agreed to take over houses proposed to be erected by private enterprise in accordance with the provisions of the new Housing Act. The Derby Housing Company propose to build 114 houses, which, when complete, will be purchased by the Corporation.

Birkenhead Town Council have accepted tenders for 144 houses, at a total cost of £125,448. The cost of the houses ranged from £756 for one type of house containing three bedrooms, bathroom, scullery and kitchen, to £963 for another type containing a parlour in addition to the other accommodation.—*Liverpool Courier*, July 10th, 1919.

Bentley Urban District Council have accepted tenders for the erection of 500 houses at a cost of about £400,000.—*Sheffield Telegraph*, July 25th, 1919.

Carlisle City Council have accepted a tender for the erection of 24 houses at a cost of £23,660. The houses would have three or four bedrooms, and the cost included £1,000 for a recreation ground at the back of the houses.—*Yorkshire Post*, July 30th, 1919.

The Housing Committee of the Birmingham City Council have decided that, in view of the meagre accommodation provided by the conversion of army huts, and its unsatisfactory nature, it would be unwise to recommend the Council to divert labour from the erection of more substantial dwellings.—*Birmingham Post*, July 25th, 1919.

Newport Town Council have decided to purchase 50 army huts at a cost of £500 each.—*The Times*, August 25th, 1919.

Ramsgate Urban District Council propose to erect 176 houses on the outskirts of the town at a cost of from £1,000 to £1,200 each.—*The Times*, August 25th, 1919.

(3) *By Public Utility Societies.*

The number of schemes submitted by public utility societies up to August 9th, 1919, according to the statement in the official journal, *Housing*, was 59, for an area of 2,980 acres. Of these 11 schemes had been approved, and out of that number 7 lay-outs and 9 house-plan schemes had been approved, as well as tenders for 106 houses.

One of the largest actual building schemes in hand by a society is that of the Braintree Co-operative Homes Limited, where the houses are being built exclusively of concrete. This scheme has many novel features: the roofs are flat, which is claimed to effect a saving of £28 per cottage, and practically no wood is employed throughout, the staircases and window frames being made of steel.

Public utility societies should note that the Public Works Loan Board have agreed that, notwithstanding the terms on which loans have been granted, future interest and dividends may be paid by societies at a rate not exceeding 6 per cent. per annum, provided that the rules of the societies are amended accordingly.

THE NATIONAL CAMPAIGN

REPORTS FROM THE ORGANIZERS

Eastern Counties.—Organizer: H. TURNEY, 4, Greyfriars Road, Norwich.

A series of meetings held in small villages in this area has proved interesting and useful. It has been possible to gather information regarding prevailing conditions, and to discover also the particular housing points upon which the rural population lay most stress. In every case we are told there are not sufficient houses, that the accommodation in existing houses is not enough, as regards both the size of the rooms and their number; and that the houses are badly planned. The truth of this is plain to the most casual observer. Cases of overcrowding are all too frequent. At one meeting the speaker was interrupted to be told that three families were living in a cottage none too big for one, because there was nowhere else to go. Interruptions at another meeting were to the effect that, in wet weather, one man had to place washing-baths to catch the water coming through the roof into his bedroom, and another to sleep with an umbrella over him. Four points have been raised at every meeting:

1. The Tied House: the agricultural labourer's bugbear, which a sufficient number of new houses will remove.
2. The number of houses to the acre: the prevailing opinion being that four is the proper number, as that will obviate the necessity for allotments at a distance from home, and make pig-keeping possible.

3. Will proper pig-styes be provided? (The answer given on this matter in *Housing* for July 19th gives general satisfaction.) 4. Bathrooms; most cottagers desire them.

With reference to the last item (at a meeting at Beccles Adult School) the speaker had dealt with the bath question, and the President (Dr. G. R. Fox), who is Medical Officer of Health for the Borough, said that, in connection with a recent outbreak of smallpox, he arranged for all those living in the infected area to have a warm bath, and admitted surprise that, after the operation, instead of grumbling he was told, "We should like it oftener, sir." Most authorities are taking preliminary steps; but unless some move very much faster than hitherto they will find the labourer on their track, through the Parish Council or the Agricultural Labourer's Union, or, perhaps, he may use both these organizations; for the proper carrying out of the scheme means to him a physical and moral lift for his family, and freedom for himself.

North-Western Counties.—Organizer: F. PARKER, 18, Mosley Street, Manchester.

Since the last report many interesting things have happened. The cinema meeting in Manchester, on July 28th, the Lord Mayor presiding, was a big success. Between 700 and 800 people were present, representing city, urban, and rural councils, housing advisory committees, trades councils, women's citizens associations, women's co-operative guilds, co-operative societies, etc., and a good number of the general public. People came from as far north as Windermere and south from Crewe. At the evening meeting the council chamber was full, and representatives were in attendance from nearly all the above-mentioned organizations. The Dean of Manchester presided. A resolution, moved by Councillor Kendall, seconded by Councillor Mellor, and supported by others present, was carried unanimously, that a North-Western branch of the Garden Cities and Town Planning Association be formed. Twenty-four ladies and gentlemen were provisionally elected to serve on the Council of the branch: Councillor Kendall, Manchester; Lt.-Colonel Lyon, Cheshire; Mr. John Swarbrick, Manchester; Mr. J. W. Gleave, Heywood; Miss M. Fitzgerald, Manchester; Councillor Mellor, Manchester; Mr. Fred Howarth, Preston; Mr. Peter Gill, Northwich; Mr. J. Rowbottom, Alkrington; Mrs. M. Higgs, Oldham; Mr. Johnson, Manchester; Mr. Hemming, Manchester; Miss A. L. Ormerod, Rochdale; Mr. T. Goodwin, Crumpsall; Mr. Ald. Barker, Old Trafford; Mr. Ernest Barker, Manchester; Mr. T. C. Horsfall, Macclesfield. Many meetings have taken place during the month. In Cheshire, at Hale, Hollingworth, Chelford; in Lancashire, at Walkden, Liverpool, Blackburn (a week's campaign), and before these notes are in print a full week's campaign will have been held on the sands at Blackpool. Open-air work is very useful, and it is the only way of placing our message to the people in the hot summer months. A very successful meeting, organized by the local Women's Citizen Association, was held at Droylsden, at which Captain Reiss spoke, and explained the films, in addition to giving a lecture. Nearly all the local councillors were present, and a keen discussion ensued, followed by many questions, the members of the council being conspicuous in both. The local Women's Citizens Association are now taking steps to establish an advisory committee, and will take every advantage of the offer the Chairman of the council made, "to send suggestions and criticize their plans." Our Association has given assistance to the Trades and Labour Council at Oldham in an attempt to persuade the local housing committee to form an advisory committee. An advisory committee is now being established, apart from the local authority, with a view to working out its own schemes and from time to time submitting these along with suggestions to the Town Council. One of the worst parts of this area is the Potteries. From personal investigation in one of

the towns, the only conclusion to be reached is that nearly all the present property needs to be pulled down. Small houses, insanitary houses, back-to-back houses, houses with the w.c. and ash-pit at the front doors, and houses with "cracks" in the wall so wide that a person outside could shake hands with someone on the inside. All these are characteristic of the district.

London and Home Counties.—Organizer : A. T. PIKE, 3, Gray's Inn Place, W.C. 1.

An important meeting was held at Colchester during the past month, attended by representatives of all sections of the community. Holidays and the heat wave did not damp the enthusiasm of the meeting, as is proved by the appointment of a committee of ten women to carry out a systematic inquiry. Epping, the scene of the summer conference of the North Metropolitan section of the Women's Co-operative Guild, proved a valuable ground for our propaganda. The conference was attended by ninety delegates from ten branches, representing a membership of nearly 2,000 ; several of the branches represented have already arranged with the Association for housing meetings in the autumn. In addition to meetings, we are in touch by means of correspondence, with many organizations throughout the area.

The campaign during the autumn and winter will be carried into the counties of Northampton, Suffolk, Bedford, and the southern parts of Hants. Week-end lecture schools will be held at Ipswich, Bedford, and Southampton. Notices of these schools will be sent to our members in the respective areas, and we hope to have their active support.

Western Counties.—Organizer : P. R. MARRISON, 1, Unity Street, College Green, Bristol.

Building or work on the site is actually in progress at Bath, Bristol, Westbury (Wilts), Wincanton, and in the urban and rural districts of Yeovil. The preliminaries of sites, lay-outs, house plans and tenders are proceeding throughout the area, and the Commissioner, Deputy-commissioner and staff, working at full pressure, are in touch with all the 200 odd local authorities. Members of the Association, as housing or advisory committeemen, architects, surveyors, or friendly critics, are taking a full share in the work. In picturesque Cornwall, the Mecca this peace year of thousands of holiday makers, overcrowding and slums may be discovered by the visitor who will turn his steps away from the shops and churches of the high streets. A tour of the back quarters of a Cornish town was a revelation, not merely of "how the poor live," but also how and where the regularly-employed artisan is compelled to bring up his family. Bristol Women's Advisory Committee, in issuing their report, "acknowledge the courtesy and kindness with which their suggestions have been received." The report itself is full of valuable suggestions on the planning and fitting up of houses, and on communal arrangements and playing grounds. Copies may be obtained from the Association (post free, 3½d.). The Colston Hall, at Bristol, is known through a wide district as a centre for great meetings and exhibitions. At the Model Homes Exhibition there the organizer lectured to keenly interested audiences ; and members of the Bristol and District Branch are now preparing to carry on the campaign by a literature and information stall and a series of nine afternoon lectures at the Home Life Exhibition, to be held there from October 3rd to 18th. Attention is drawn to the change in the address of the organizer. This new district office of the Association is in a central part of Bristol ; literature and information are available there, and the organizer will welcome visits from members and others.

Conference at Brussels

THE International Garden Cities and Town Planning Association is arranging, in co-operation with the Union des Villes et Communes Belges, a Reconstruction Exhibition and Conference at Brussels at the end of September, under the patronage of the Belgian Government. The director is Senator M. E. Vinck. The conference will take place at the Town Hall, Brussels, on Friday, September 26th, at 10 a.m. and 2.30 p.m., and Saturday, September 27th, at 10 a.m. The subjects discussed will include "Town Planning and Housing Progress in the Allied Countries," "Recent Housing Legislation in Great Britain," "The Application of the Garden City Principle to the Rebuilding of the Devastated Areas in Belgium," and "A Memorial Garden City in Belgium." Papers will be read by the Belgian architects who have been studying in England and elsewhere during the war, and by Monsieur Verwilghen, Mr. C. Gierloff, Mr. Raymond Unwin, Mr. Ebenezer Howard, Mr. Montagu Harris, Mr. H. R. Aldridge, Mr. E. G. Culpin, Mr. C. B. Purdom, and others. Members of the Conference from this country will leave London on September 25th, and travel via Dover and Ostend. A visit to the Flanders front is being arranged for September 28th, by special train from Brussels, the itinerary being Brussels (north), Courtrai, Roulers (industrial town, 130 factories destroyed), Ypres, Cortemarck, Dixmude, Furnes, Nieuport, Furnes, Dixmude, Gand, Brussels.

A Housing Exhibition in the East End

A HOUSING and Town Planning Exhibition will be held at the Whitechapel Art Gallery, opening October 15th, and remaining open for about five weeks. The Exhibition is being arranged by the Garden Cities and Town Planning Association in conjunction with the Trustees of the Gallery. A representative collection of plans for the housing schemes being undertaken by local authorities throughout the county will be shown, and it is hoped to devote a section of the exhibition to London. Models of houses will also be shown. Garden city development and town planning will be a special feature. The support of the Ministry of Health will be given to the exhibition, and every endeavour will be made to interest a wide public.

A Catalogue of Books on Housing and Town Planning

THE Association has just issued a catalogue of selected books and reports on housing, town planning and the garden city principle, which gives full particulars of the chief publications required by students, the general public, and those concerned with the preparation and administration of housing and town-planning schemes. The catalogue will be sent free to any reader of the MAGAZINE on request. Any of the books in the catalogue may be obtained from the office of the Association, 3, Gray's Inn Place, W.C. 1, where all the publications referred to may be inspected.

THE GARDEN CITIES AND TOWN PLANNING MAGAZINE

INCORPORATING · THE · HOUSING · REFORMER

Vol. IX. No. 10

OCTOBER, 1919

Notes of the Month

THE NEW TOWN

We do not think there is any need to offer an excuse for devoting the whole of this number of the MAGAZINE to the scheme for the Second Garden City ; for the new town at Welwyn is of first-rate importance in its bearing upon the housing problem to-day, and it marks a significant point of development in the garden city movement. We have endeavoured, in the following pages, to give as full an account as is possible of the character of the proposal to establish the new town, and the steps that are being taken to give effect to it. The account is by no means complete, as we are well aware, and we hope that in the succeeding months we shall be able to make important additions to it. The Second Garden City is being started at a time when the national housing scheme, in the opinion of an increasing number of acute observers, needs a reorientation to national needs. That gigantic scheme threatens to be disappointing because it is not governed by a sufficiently vital purpose or by ideas that are really in harmony with the profound demands of the new times. It lacks an appreciation of the remarkable forces that are now at work in society, making for new developments of social and personal enterprise, and, in particular, it misses altogether the opportunity provided by the present situation to lay the foundations of a fresh grouping of population. The demand of ex-soldiers for land settlement, the need for increased food production, the claims of public health, and the desire for new conditions of work and life on the part of vast masses of the people, as well as projects for industrial expansion, need to be visualized in relation to the problem of housing. But the existing scheme seems to have been prepared in entire ignorance of anything but the actual shortage of houses ; it is indeed too much affected by niggling pre-war ideas, and though it has daring in its financial provisions in every other respect it is commonplace to the extreme. It is for that reason that the national housing scheme leaves the country cold and arouses no enthusiasm. If it is to fire the imagination of the people, as it could well be made to do, and as it must if we are to get out of it anything worth while, it will have to be recast in a nobler form.

HONOUR TO MR. EBENEZER HOWARD

In the following pages Mr. Ebenezer Howard gives an account of how the new garden city came to be started. He is not able to tell the whole truth, which is that the new scheme owes its existence in a very special sense to his own amazing energy. Letchworth came into being because Mr. Howard had associated with him a group of keen and able men who were determined to put his idea to the test ; but the inception of the Second Garden City is due to the zeal of Mr. Howard alone. Some of us had been working for some time at a scheme of garden city development for Greater London ; but nothing would satisfy Mr. Howard but to see the first of

London's garden cities arising, so he straightway buys the land and has no difficulty in getting practical men to take up the task of its development with an enthusiasm that is equal (if that be possible) to his own. The new town will provide evidence not only of the value of Mr. Howard's garden city idea, but of the youthful and vigorous spirit of a wonderful man.

THE SECOND GARDEN CITY

It is worth noting that the public attitude to the garden city idea is now altogether different from what it was when Letchworth was founded. Sixteen years ago, though the idea had been commended by business men and politicians and had the whole-hearted support of an economist such as Dr. Alfred Marshall, it was still regarded by the general public as something odd, not to say freakish. To-day, everybody who has land to sell seizes any excuse to recommend it for its value as a garden city site, the speculative builder delights to display the words in the largest letters when advertising his work, and the height of municipal ambition is to undertake garden city housing schemes. There are few terms employed in connection with housing and town development that are so popular, or that are so consistently misused. Even people who know better have no conscience whatever in this regard. If a student of the current Press were capable of believing all that he read in the papers he would think that the whole of England was about to be covered with garden cities. There is no need for us to give more than one or two instances of what we mean, for others are known to everyone. There is the London County Council's "garden city" at Roehampton, the "empty" Beddoes Rees' "garden city" in Shropshire, and the Mayor of Deptford's proposed "garden city" near the Bromley Road. We do not say that the term is used, in some instances, in other than good faith; but wrongly used it is, with results that cannot fail to be disappointing, even when they do not make the misusers of the term ridiculous. Under the new Housing Act, municipalities are given powers for the first time to undertake genuine garden city schemes, and the Government have the same powers. Up to the present there is no sign that these powers are to be used, for mere persistence in calling an ordinary or even an extraordinary housing scheme a garden city is not the same thing as making a garden city. We hope that the Second Garden City will show the way to the exercise of these powers, and that as a result of the model it will provide we may see many garden cities arising, not only around London but near all the great towns throughout the country.

THE POSITION OF LETCHWORTH

The undertaking of this Second Garden City will add to the significance of the First Garden City at Letchworth; for it will throw the earlier town into greater prominence and heighten its achievements. Nothing can remove Letchworth from the place it holds in relation to the development of housing and town-planning ideas and practice in this country; and nothing can take away from the actual attractiveness of the town as a place of residence, or from its proved advantages to the manufacturer. The complete success of Letchworth is now more than ever desirable, and we trust that nothing will stand in the way of the remaining stages of its development. Certainly the town has much to offer, and we have every confidence that the progress of the pioneer scheme will be greatly accelerated under the impetus that will be given to the whole movement by the establishment of the second town. We hope that First Garden City will take advantage of the opportunity to make clear to the public the remarkable work that it has accomplished, for we think it is nothing like so well understood as it deserves.

THE GENESIS OF SECOND GARDEN CITY

By EBENEZER HOWARD

IN the early days of my advocacy of the garden city idea as a means of drawing the people out of the over-crowded cities back to the land, I was constantly met by the remark, "Your proposals are too vast to be carried out by a group or groups of private individuals; only a Central Government can adequately deal with so complex a problem."

But these friends were really confusing the issue. The practical question to be



Digswell Water, near Welwyn Station.

considered and dealt with was not how the work of construction was to be completed, but how that work could be best commenced. For surely, this is the line that all inventions and improvements of method take: there is a first locomotive, a first sewing-machine, a first typewriter, a first electric light, a first village school, a first library, a first co-operative store. And the State is seldom the author of new enterprises; though the time may come ere long when Governments will encourage individual initiative by placing at the disposal of those specially fitted for the work of invention and discovery the necessary means and appliances.

So I pinned my faith to the idea of a first garden city—to be in due time followed by a long and splendidly evolving series; and, shortly after the publication of my book, *Tomorrow*, I founded (1899) the Garden City Association. Later, through the efforts of that Association, led by Mr. Ralph Neville, K.C., First Garden City, Ltd., was formed to acquire an estate of 3,800 acres at Letchworth. That effort has been attended with very great success; for it has demonstrated that it is possible to draw industries and workers, as well as private residents, out of the over-crowded

cities back to the country side. In place of three small decaying villages, with (in 1903), a united population of about 250, there is now a thriving town of 12,000 inhabitants, with its own public services, shops, churches, clubs, places of amusement, hotels, parks and so on. And it is the healthiest town in the country—chiefly because the houses are not more than twelve to the acre. Letchworth is also the first modern example of the planning of a town as a whole, the essential element of its plan being the provision of a permanent agricultural belt. In connection with Letchworth there is also an important undertaking that in due time the whole of the property of the Company may be purchased on fair terms by the local authority of the town.

I now pass to what may be regarded as the second stage of the garden city idea. In July, 1917, while serving in the army in France, Mr. C. B. Purdom (who has been



In the Mimram Valley.

closely associated with the development of Letchworth from its very start, and has written the most important book about it), published a pamphlet urging that the State should, as an essential part of its reconstruction proposals, finance and carry out, preferably by local effort, many new towns on garden city principles. For, as he forcibly said, "It is obvious that what has been done for the first time, with straitened means, by a group of individuals, can be done with far greater prospect of success, with wider experience, larger resources and an idea no longer merely experimental." Mr. Purdom's efforts in this direction were strongly reinforced in a little book called *New Towns after the War*; and the Garden Cities and Town Planning Association, as the result of this and of the strenuous efforts of Mr. Purdom and others, decided by special resolution to enter upon a scheme of bold propaganda on the lines then advocated. Following upon this, much valuable work was done both in urging upon the Government the importance of the garden city principle in relation to its new housing programme, and in showing how that principle could be applied to the development of Greater London and elsewhere. Those efforts, however, though put forward with great energy and skill, have not yet resulted in the adoption of the policy to which they were directed, though they have had a considerable amount of influence; and it became increasingly

evident to me that the commencement of a second working model would attract renewed public interest to the whole subject and perhaps precipitate a Government decision to make garden cities an important part of the national housing programme.

Therefore I endeavoured to find, and did find, a very suitable area on which a new town might be built within twenty miles of King's Cross. The way in which the greater part of that area "fell," as it were, "into my hands" will, perhaps, be of interest. In a somewhat leisurely fashion I had been seeking to ascertain who the various landowners were, and the boundaries of their properties, when, like a bolt from the blue, there was forwarded to me a map, with particulars of a sale by auction to take place within a few days—a sale which included a great portion of the land I had set my heart upon. There was no time to lose; for if that large property were sold in various lots to numerous purchasers, then good-bye to my hopes for a



Sherrard's Park Wood

Garden City there. I had myself no money with which to bid; but thanks to the generosity of a few friends, in response to personal calls I made upon them, sufficient money was placed in my hands to enable me to be represented at the sale and to bid for and pay a deposit on the essential lots. Altogether (with land acquired later) I secured 1,688 acres of land, at an average price (including timber and a valuable mansion) of about £32 an acre.

A further sum of about £3,000 was entrusted to me in order that negotiations might be entered into with regard to further land. Thus far I had acted on my own responsibility, though with the advice of my agents. The next step was to secure the active co-operation of friends of the cause; that, of course, was given to me, and a Provisional Board for a Second Garden City was formed and negotiations were entered into for the further land which was required, bringing the total up to about 3,000 acres. The Provisional Board are taking upon themselves what would be regarded by many as a considerable risk, and this without any personal profit of any kind whatever.

The next and immediate step will be the formation of a Second Garden City Company, to be followed by Public Utility Societies and other subsidiary undertakings and companies.

It may now be observed that that part of the estate where our town proper is to be built (that is, well to the south of the very beautiful Welwyn Valley and about two miles north of Hatfield), will lend itself in a remarkable manner to the laying out of the town. Plans are in course of preparation which will show sites admirably fitted for factories and workshops, with railway sidings and good road facilities. When these plans, and the general plan of the town are ready, sites will be offered to manufacturers with a view to their establishing themselves in the town. Land will also be laid out for housing purposes, both for workmen's cottages and larger residential houses, for which there are many magnificent sites. Questions will be



Welwyn

asked as to the terms on which the land will be let, the cost of building operations, and so forth. To the first of these questions a satisfactory answer can obviously be given. The land having been obtained at a very low price, building sites can be offered on much more favourable terms than in any situation in or adjoining London. And, as there is upon the estate a large amount of sand, gravel and brick earth, the cost of construction of roads and of building operations generally should certainly be much less than in London.

As to cottages, here is a chance for the national housing scheme. I am glad to be able to say that Dr. Addison has written expressing great interest in our scheme and a desire to assist it, and there is every reason to suppose that the local authorities, with the support of the Ministry of Health, will provide houses for the workers as soon as they are satisfied that industries are coming to the new town.

Every cottage built in this town will, on a very moderate calculation, save on the average one child's life in every twenty-five years of its existence—a life which would have been lost if our manufacturers instead of coming to our town had remained in London, while the vitality of the rising generation will be immensely

improved by the free gifts of nature—pure air and sunlight. Further, the occupier will be saved about two hours a day and a not inconsiderable weekly sum, in going to and from his work. He will also be able to take his midday meal comfortably at home, a meal composed in no small degree of good, fresh food grown in his own garden or adjoining allotment. Each cottage will cost considerably less than it would in London, because of cheaper land and cheaper building material.

Playing fields will be set apart near the homes of the people, and at small cost—while £10,000 has been paid to preserve a square three-quarters of an acre in East London! The struggle in London between the would-be allotment holder and the would-be sportsman—cricketer or footballer—for small pieces of land, will not arise here.

We have already had assurance that as soon as we are able to show that a considerable child population will be brought to our estate, the necessary school buildings



Ayot Green

will be ready for them. And what delightful places they will be—with much teaching in the open air! No need for curtailment of playgrounds! No need for two and three-storey structures! And each school site, though costing far less than a site of equal area in London, will be much more valuable for educational purposes.

As to shops, we have already had applications for sites from people ready to build, and to start business. But this question needs very careful handling, and the point naturally arises: Is not the day of the small shop over, and should not our town be furnished with special means for preventing profiteering in the necessities of life?

Hotels, places of worship, places of entertainment should be built in anticipation of the coming population; and one of the first buildings will have to be a fine guest house, where visitors may be received, and where the vital principles that are to govern our undertaking may be fully explained. Very much, too, will depend on the welcome that is accorded to the first comers—the pioneer workers who will make our roads and put up our first buildings—cottages should be provided for them at the start and they should be encouraged to feel that the town they are helping to

build is in truth to be their town, and that they are preparing the way for a great era in the social up-lift of the nation.

Finally, to do all that I have in these halting lines suggested, and the other necessary things which will suggest themselves to the reader, will require considerable resources, though but a mere fraction of those which are now being utterly wasted every week! It will require large funds, great organizing abilities, much wisdom and judgment, patient concentration of aim and purpose, unquenchable enthusiasm. But who can say it will not be well worth it?

If a thriving town of 40,000 inhabitants—without a slum in it—a town bathed in



Lemsford Mills, on the West of the Estate.

pure fresh air—a town of gardens—a town surrounded by a broad green belt—so that it shall be “town and country too”—a town the freehold of which will ere long be the property of the people who have for the most part come pouring out of gloomy quarters in our great overgrown metropolis—a town within easy ’bus or cycle ride of London—so that all may see it and learn the secret of its growth—if a town like this can be well begun within a year and completed in three or four years (as it can and ought to be), who can doubt that the nation will recognize that the long-talked-of work of reconstruction has actually commenced, and that England will once again lead the nations in freedom and prosperity?

With every confidence I look to my friends in the garden city movement to help this great cause at this its initial stage.

WHAT THE SECOND GARDEN City means to London and the Home Counties

By C. B. PURDOM

WHEN the Housing Act was being considered by Parliament, Dr. Addison declared that he was waiting for a bold housing scheme for London. Since then he has had a variety of schemes submitted to him from the London area ; but about one-half of the hundred or so authorities have made no proposals whatever, "even of the most sketchy kind." Of the actual schemes, including that of the London County Council with its 29,000 houses in five years, are they, in detail or in the bulk, to be regarded as bold, or as in any way appropriate



A Farmhouse on the Estate

to the occasion? I venture to suggest that they are not merely timid, they are disastrous. For what is intended to be done? To buy up private open spaces, and agricultural land in the county or just outside, including some of the richest agricultural land in the neighbourhood, and build houses there at an enormous cost for additional transport. In other words, to continue the incoherence of London development. Such a casual and feeble proceeding, bereft of all foresight and lacking any grip of economic factors, surely cannot be tolerated. The Government will have to do something before long to set up an authority able to deal with London housing in an intelligent and systematic manner. A step has been taken in that direction by the creation of the London Housing Board ; and unless public money is to be squandered without meeting the needs of the public, the Government will have to give that Board real powers.

The Second Garden City is intended to provide a practical suggestion for the elements of a really bold programme for London development. An essential element in that suggestion is that it is not merely the interests of London that have to be considered, but also the interests of the towns, villages and countryside that make up

the Home Counties. This aspect of the matter is invariably ignored when the future of London is debated ; the question of the extension of boundaries comes up for discussion, and proposals are formulated for dormitory housing schemes ; but nobody cares anything for the surrounding area : it lies at the mercy of London.

This is not a healthy state of affairs. It is bad for local government, striking at the very root of independent local life. The forces of growth that are in London need to be directed into channels that will make possible the orderly development of the Home Counties. A series of garden cities encircling London, each with its own corporate life and industrial equipment, would be of incalculable benefit to London itself, and would enormously enrich the whole area. It would be easy to find sites for fifty garden cities in the London neighbourhood. A start could be made at once with three in each of the counties. If that were done, people would come to believe



The Wooded Slopes of the Estate

in the Government scheme, and the Treasury would be undertaking productive expenditure. And not only that : London traffic would be relieved, London industry encouraged, brightness would be brought to many thousands of lives, and much-needed open land in and close to the present built-up areas would be preserved.

It is the duty of the London Housing Board to formulate a policy of development for London and the area around it, and to see that the local authorities act in accordance with it. In the absence of such a policy it will be absurd for the Board to bring pressure to bear upon the authorities to build anyhow and anywhere. London is already a monument of waste created by generations of hasty building.

The first of London's garden cities gives the lead to the Government and the local authorities. It brings a definite proposal to make proper provision for the future of London development into the realm of practical politics. Everybody will now see what is meant when the possibilities of planning London and the Home Counties on a large scale are talked about. And if, as we hope, the Herts County Council take a direct interest in this particular scheme, it will show that the counties are vitally alive to their responsibilities, and that they can play an effective part in solving one of the gravest problems of the times.

A STEP FORWARD IN INDUSTRIAL ORGANIZATION

By F. J. OSBORN

EVERYONE knows about the shortage of houses ; but the parallel scarcity of factories and commercial buildings is less generally realized, and if not so direct a source of hardship, is equally serious as an obstacle to the revival and active development of national industry. Despite the losses by death and disablement, the war period has added to the industrial population, large



Some of the level land

numbers of women having acquired technical skill and the habit of factory work. Moreover, the evolution of new processes and new demands, and the vast changes in the export trade of this country, have created a need for new accommodation which is by no means met by the conversion of munition factories to peaceful uses.

Another cause makes for the erection of new industrial buildings. The application of science to factory organization is rendering the mass of our present equipment obsolete. During the past three years ideas have advanced. The researches of the Health of Munition Workers Committee and of the Committee on Industrial Unrest, and the numerous practical tests of Welfare work, have given a foundation of science and experience to many changes which were formerly advocated mainly on the strength of inspired judgment or reforming faith.

For the garden city movement the important thing is that these changing ideas make for the removal of industry from the congested towns. When the movement began the case for the decentralization of industry, on the grounds of health and productive efficiency, was as unanswerable as it is to-day. But the plausible and easier alternative of decentralizing housing alone was to hand, and for a good many years the garden city movement lost itself in the fashionable craze for picturesque and openly-planned suburbs. The failure of this line of development now makes itself felt on all sides in traffic difficulties, industrial inefficiency, and labour unrest. But the problem is still very imperfectly understood by the public.

Second Garden City is a return to the vital idea of decentralizing both industry

and housing on a carefully co-ordinated plan. It is conceived as an instalment and an example of a process which will become general during the next few years. It has the advantage that what was eminently desirable in 1902, is in 1919 urgently necessary; that what was then a brilliant inspiration is now the most obvious common-sense.

By announcing itself definitely as a satellite town for London, the Second Garden City makes an interesting departure in theory. The position of the new town has been carefully chosen so that it provides a readily accessible alternative site for manufacturers already established in London as well as for those which would in the natural course gravitate to or spring up in that city. Just over twenty miles



The Great Northern Main Line, with the Estate on both sides

out, on a main line of railway and a main arterial road, the town will be well within the zone of motor delivery and of the coming inter-urban electrification. For delivery of goods anywhere in the London area and over the rest of England, the Second Garden City manufacturer will be as favourably placed as his London rivals. For the receipt of materials he will be better placed than most.

Such a position provides no obstacle to the recruiting of workers from London, while the character of the town will encourage them to stay. Far enough away to be separate from London, the town will develop a social and civic life of its own that will make for a more permanent residence than in a great city where people form no ties. This is important for industries depending upon specially-trained workers. The impression that the average London worker is reluctant to move to a garden city is a delusion. He jumps at the chance. What he objects to is the factory village or "company town," where life is dull, and where he fears the domination of a single employer who owns the houses as well as the works. A garden city, with its distinctive character, its healthfulness, its advantages for children, and its blend of the merits of town and country, attracts him. The manufacturer thus obtains a wide choice in engaging his staff.

The most important claim of the garden city arrangement of industry is that it combines economy with the scientific organization of production. Science in production aims at securing the maximum result (whether in quantity or quality) with the minimum outlay of time and onerous effort. The development of the Welfare movement has brought it home that the time and effort used inside the factory are only a part of the social cost of production. Scientific organization inside the factory is not enough. Nor does the unrelated provision of healthy houses meet the case. You cannot get the best result until the living and working conditions are

dealt with together. The grouping of factories in relation not only to roads and railways, but also to the workers' homes, and the grouping of the latter in relation to the other buildings and facilities of social life, all have a direct bearing upon the vexed question of output.

Here is the function of town planning—that much-used word, but hitherto unknown art. It is not a matter which can be, or ought to be, within the province of the employer. His responsibility is for that part of the production which goes on inside the factory. For various reasons, which need not be specified, the extension of welfare work to the life of the workers outside the factory is extremely undesirable. But the modern manufacturer must necessarily be much concerned to know that the



The Great North Road where it passes through the Estate

organization of the community into which he brings his works is such as to make for efficiency and contentment.

It may be said that the garden city, on its industrial side, does for the normal industrial business what a few exceptionally large firms are doing for themselves. Both in America and in this country, certain great corporations have created their own new "towns," and have thus been able to effect notable economies in production. The social consequences of this method are not of the best, but these instances demonstrate the economic principle for which we are contending. The garden city does for every class of business, large, medium, or small, everything that these great firms have done for themselves; and it does another thing which is even more important—it creates a balanced and permanent civic community.

Chief among the economies of a garden city location is the saving on the site and buildings. Good factory sites, with railway and road access and ample space for extensions, can be offered at a considerably cheaper rate than has to be paid for small and inconvenient plots in London. Where land is cheap, the single-storey factory, which for many kinds of work is superior to a multi-storey building, can be adopted. For an equal working-floor area the one-storey factory is 25 per cent. cheaper. Top-lighting is better than side-lighting; but whichever is adopted the saving of artificial light in a country situation is very considerable. In a garden city, rates are lower, fire-risks less, and gas, water and electricity charges no higher than in London. Accidents and lost time show a notable reduction.

Factory buildings in Second Garden City will as a rule be erected by subsidiary companies or by the manufacturers themselves. But in certain cases the parent

company may build industrial and other business premises. In particular it is proposed to provide accommodation on the sectional system, with central heating and power equipment, for businesses which begin in a small way and hope to expand. The typical small business now unsuitably housed in central London, as well as many new businesses, should be attracted by accommodation of this kind, coupled with the general advantages of a garden city situation.

In Second Garden City town planning will not stop with the picturesque grouping of houses and the arrangement of charming road vistas, though these will by no means be neglected. The town will be planned throughout for economy and efficiency. By the considered arrangement of all the parts of the town in relation to each other a vast amount of carriage and movement can be saved. To abolish train and tram journeys is not the last word in economy. Even the walk to and from work must be kept to the minimum by skilful and compact planning, and the definite limit set to the growth of the town makes this possible without fear of an excessive density of building.

Directly or indirectly, garden city industry will get the benefit of such savings of time and exertion. Let a London manufacturer look at the list of his employees ; in most cases he will find that they travel to his factory from homes spread over hundreds of square miles. The cost of these journeys is already a charge upon his business. The strain of them, as the manufacturer is at last beginning to realize, means a grave loss of energy and efficiency. On their part, the workers are realizing that these journeys rob them of leisure to an intolerable extent. The eight-hour day in a great city becomes a ten-hour day, and consciously or unconsciously, that is one cause of unrest.

There can be very little doubt that the Second Garden City scheme will appeal to London manufacturers and business firms. All over the London area the dearth of industrial and commercial premises is acute. Rents are leaping up, and leases on pre-war terms fetch big premiums. Hardly any land is left for building in central London, and the consequent encroachment of industry on residential districts is complicating the housing problem without improving the efficiency of industry. Indeed, the conditions under which the bulk of London manufacture is at present carried on are such as to make efficiency impossible. The typical London factory is a miserable makeshift or an obsolete survival. In thousands of cases it is a converted dwelling-house. Transport facilities either do not exist or date from the era of portage. Extensive industrial districts are without railway sidings or means for the direct loading of lorries. The time and labour spent in transshipment, in cartage at a steam-roller pace through congested streets, in carrying goods up and down stairs, along passages, and in and out of courts and alleys, represent a loss of production which is simply incalculable. And land is so costly that even the specially built industrial premises are cramped, badly lit, and badly ventilated. Compared with factories of the modern type, the poverty of their productive power is appalling.

All the current developments, therefore, make for the development of industries in garden cities, placed, as in the case of the Welwyn scheme, neither too near nor too far from the great centres of population. If the process can be begun quickly, the machinery of the national housing scheme will adapt itself to the new location of industry. It is of the first importance to the garden city movement that every effort should be made to interest the public and the Government in the present proposal.

A SATELLITE TOWN FOR LONDON

THE following is the official announcement issued by the Provisional Board of the Second Garden City. The Board consists of the following : Sir Theodore Chambers, Mr. James R. Farquharson, Lt-Col. F. E. Fremantle, O.B.E., L.C.C., Mr. Ebenezer Howard, Mr. Walter Layton, C.H., C.B.E., Mr. C. B. Purdom, Capt. R. L. Reiss, and Mr. Bolton Smart. A Company is about to be incorporated under the Companies Acts to carry out the scheme.

The object of the Company will be to build an entirely new and self-dependent



A House on the Estate

industrial town, on a site twenty-one miles from London, as an illustration of the right way to provide for the expansion of the industries and population of a great city. Though not the first enterprise of the kind (the main idea having already been exemplified at Letchworth), the present project strikes a new note by addressing itself to the problems of a particular city. To this end the site has been carefully chosen so as to minimize the obstacles in the way of giving a new turn to the development of Greater London.

THE RIGHT MOMENT.

The time is peculiarly opportune. On the one hand, the great demand for housing and factory accommodation is likely to lead to the rapid development of the Company's estate. On the other hand, it is urgently necessary that a convincing demonstration of the garden city principle of town development shall be given in time to influence the national housing programme, which is in danger of settling definitely into the wrong lines. Unless something is done to popularize a more scientific method of handling the question, a very large proportion of the houses to be built under the national scheme will be added to the big towns—whose growth is already acknowledged to be excessive.

Garden suburbs are no solution. They are better than tenements, but in the

case of London, they have to be so far from the centre that the daily journeys are a grievous burden on the workers. Thousands of people have flocked back to the riverside districts in order to be within walking distance of their work. Again, suburban development is costly. Land bought for housing in the London suburbs has cost £700 to £2,000 per acre. The necessary new lines of communication will cost millions. And this method of expansion ignores the needs of industry. Manufactures carried on, as they are increasingly carried on, in makeshift premises in Central London, cannot hope to be efficient or to meet either the legitimate demands of labour or the renewal of international competition.

DECENTRALIZATION OF INDUSTRY AND HOUSING.

The Company's scheme, therefore, will pay equal attention to housing and to the provision of manufacturing facilities. Healthy and well-equipped factories and workshops will be grouped in scientific relation to transport facilities, and will be easily accessible from the new houses of the workers.

On the initiative of Mr. Ebenezer Howard, a magnificent site has been secured on the Great Northern Railway main line between Welwyn and Hatfield, Herts. A branch line to Luton and Dunstable connects with the Midland and North-Western Railways; and another with the Great Eastern system *via* Hertford. A little southward of the Estate is a third branch line—to St. Albans. The Great North Road and other good roads pass through the Estate. Between Hatfield and King's Cross there are forty trains daily, the journey taking about half an hour. There is also a good service from Welwyn Station. The journey by road takes about forty-five minutes.

The district is healthy, and famous for its natural beauty. The Estate stands on high ground (250 feet to 400 feet above sea-level) above the valleys of the Mimram and the Lee, and almost the whole of it is suitable for development. There is a good deal of valuable timber. The subsoil is chiefly gravel and chalk. Brick-earth and sand are present, and economical building will be possible. An ample water supply is obtainable.

PRINCIPLES OF DEVELOPMENT.

The town will be laid out on garden city principles, the town area being defined, and the rest of the Estate permanently reserved as an agricultural and rural belt. Particular care will be taken, in the arrangement of the town, to reduce internal transport and transit, whether of factory and office workers, or of goods, to the practicable minimum. A population of 40,000 to 50,000 will be provided for, efforts being made to anticipate all its social, recreative and civic needs. The aim is to create a self-contained town, with a vigorous life of its own independent of London. The Board have invited Mr. C. M. Crickmer, F.R.I.B.A., to prepare the preliminary town plan on garden city principles.

In accordance with those principles, the freehold of the Estate will be retained in the ownership of the Company (except in so far as parts thereof may be required for public purposes) in trust for the future community. The preservation of the beauty of the district and the securing of architectural harmony in the new buildings, will be among the first considerations of the Company. The maximum building density will be twelve houses to the acre.

INDUSTRIAL FACILITIES.

Factory sites, with good roads and sidings, will be provided at moderate ground rents. No difficulty is anticipated in letting such sites, for which there is a steady demand in the London district.

Progressive firms show a growing desire to get away from the congested central districts of London and other towns ; and the advantages offered by the new town will be vastly superior to any alternatives open to manufacturers.

Gas, water, and sewerage will be provided by arrangement with the local authorities and the statutory companies who have powers for the district. An electricity supply will also be provided.

The Railway Company will provide temporary platform and siding accommodation when development is commenced, and will acquire from the Company the land necessary for the permanent station and goods yard.

HOUSING.

Under the Housing Act of 1919, it is now the duty of the Local Authorities to provide all the houses necessary for the working classes. The Company will be able to make such arrangements with the Authorities that there will be no delay in the erection of houses to meet the needs of industries which settle in the new town.

Every house will have a garden adjoining, and proper playing space will be provided for young children.

Public Utility Societies will build houses for tenants contributing part of the cost, three-fourths of the capital and also a substantial subsidy being obtainable from the Government under the new Act. The first of these Societies is in course of formation. It will specialize on houses of the labour-saving type. The Company is already in touch with a large number of applicants for houses under this scheme.

Experiments in co-operative housekeeping, central heating, and other domestic improvements will be encouraged.

For the larger residential sites there is an immediate and keen demand, owing to the exceptional charm and convenience of the situation. The character of the new community will prove an additional attraction. The letting of these sites will be a remunerative part of the Company's business.

BUSINESS PREMISES.

The new town is likely to become an important shopping centre, owing to its position at the junction of several lines serving an extensive county residential area. It is anticipated that the sites for commercial premises near the station will quickly appreciate in value.

Most of the building in the town will be undertaken by other bodies than the Company, land being leased for the purpose. The Company proposes, however, to erect shops, offices, and factories, for sale or lease, whenever such activity seems desirable in the interests of rapid development. Such premises being readily let, their provision will be doubly remunerative to the Company.

AGRICULTURE AND MILK SUPPLY.

The greater part of the Estate is now farmed, arable crops predominating. The coming of a new large population will create a big demand for produce and greatly increase the value of the farms and the number of workers on the agricultural belt. Small holdings will be provided for ex-service men, groups of co-operators and others. It is believed that the situation will be favourable for fruit farming and certain classes of market gardening. Allotments will also be available for those who want more land in addition to their gardens.

The Company will make special arrangements to secure an adequate and pure milk supply for the town.

From the national standpoint an important feature of the whole scheme is its influence upon the agricultural community. Not only does it provide openings for

many additional workers on the land, but (unlike other methods of rural reform) it brings the advantages of a vigorous urban social life within the reach of the agricultural population.

THE EXPERIENCE OF LETCHWORTH.

Several members of the Provisional Board have been connected with the First Garden City scheme at Letchworth, Herts., and the Company will be in a position to profit by much useful experience gained there. The present venture has many advantages that Letchworth did not at first possess. The importance of the garden city principle is now better understood; the need of its application to national housing is more urgent. Second Garden City will not have its development checked by the difficulty of getting houses built for factory workers. Moreover, its position near London makes the initial phase of its development much less difficult, and its prospects of early financial success much greater.

The remarkable prosperity of the industries and businesses of Letchworth, and the healthfulness and lively social life of that town are a powerful testimony to the value of the principles on which (with many improvements due to later knowledge) the new town will be created.

PUBLIC IMPORTANCE OF THE SCHEME.

The promoters desire to emphasize the public character of the enterprise. The constitution of the Company fixes a limit of seven per cent. to the dividend, and provides for the representation of the Local Authority on the Board of Directors. All profits above the maximum dividend will be applied for the benefit of the town. And it is intended that in due time the whole Estate shall be taken over by the representatives of the new community, subject to a fair provision for the rights of those who have subscribed capital to the Company.

The Minister of Health (Dr. Addison) has expressed his great interest in the scheme and his willingness to assist in any practicable way. The Herts. County Council and the Welwyn Rural District Council have very cordially received the Board's representations with regard to housing and the provision of public services.

FINANCIAL PROSPECTS.

The enterprise will be conducted on sound business lines, and is believed to be capable of yielding a good return on the capital employed. The essence of the scheme is the conversion of agricultural land having a comparatively small value into urban land possessing a high value and producing building ground rents. Inasmuch as this process can be made profitable even in suburban situations where the original cost of the land is £400 to £2,000 per acre, it is obviously sound where the industrial and residential attractions are greater and the price of the land is comparatively negligible.

The cost of the land to be acquired (nearly 3,000 acres) will be about £100,000. For the greater part of this land agreements have already been made at an average price of £32 5s. per acre, including much valuable timber. Before the war, development on modern site-planning lines cost about £250 per acre. Even assuming that it now costs £600 per acre (probably a high estimate) the Garden City will have a considerable economic advantage over industrial areas nearer London. The land, including the initial expenses connected with the scheme, will have cost about £40 per acre, as against perhaps £400 to £1,000. So that, including development, building sites will cost only £640 per acre as compared with £1,000 to £1,600. Thus the new town can charge lower ground rents (for greater advantages) and yet obtain

an ample increment for purposes of dividend, and after that for the general benefit of the local community.

So many factors of the economic situation during the next few years are unknown that the Board is adverse to putting forward detailed estimates of the profits likely to accrue within any stated time, but it is of opinion that there will be no difficulty in meeting the proposed dividends. It should be noted that the existing income of the estate shows a moderate return on the price paid for the land, and that this income will be maintained.

It is important to note, also, that the security for the capital invested will continually increase with the development of the town and the creation of new ground rents. The strength of the financial position lies in the very low price at which the land has been secured, having regard to its favourable situation for early and successful development, and the imperative needs of the country for housing accommodation for all classes. Given careful and energetic management, the prospects of commercial success are assured, while the experiment cannot fail to be of great value to the community.

How the Second Garden City will be Built

TO describe in any detail the methods to be adopted in building the Second Garden City would fill a volume ; but the outline may be set down here in a few sentences. The site is already secured ; the first business is to study the lie of the land, to see how it may be drained and water provided. To provide the material for this study, in addition to what may be gained from actual familiarity with the site, a contour map is being prepared, using the ordnance data as a basis. Then a mineral survey will follow to ascertain the value of the soil.

The most important thing of all is to settle where the main parts of the town are to be, and as in a garden city the efficient organization of the town for industry is the primary consideration, the industrial area has to be settled first. This is determined by the character of the land (fairly level land being needed for factories), by the position of the railway, by the roads, by a reference to the general amenities of the district, by the character of the industry for which the town is to be designed, and by many other factors. After the factory area come the commercial, business, shopping, and residential areas, each having to be studied in its relation to the rest in order that the town may be seen functioning as a whole. In all this, the direction of the new main roads, and how they will fit in with the roads that already serve the country round, the position of the surrounding towns, Hertford, St. Albans, and Hitchin, and the high roads to London have all to be borne in mind. All these matters, together with many others, provide the basis for the preparation of the town plan.

That there should be a town plan, drawn up in its main lines before development begins, and setting the new town in its relation to the countryside, is the first essential element in the building of a garden city. The preparation of this plan is not a merely architectural matter ; profound sociological questions arise, and the principles of industrial economics have to be brought to bear. Moreover, it is not an ideal plan that is wanted, but a practical one, in which ways and means are carefully balanced. The demands that such a plan makes upon the imagination, the skill, the resource, the practical knowledge and the finest intellectual qualities of those who are responsible for it are immense. And even when it is done it will not be a final work, but will take further definition under the hands of the actual builders.

After the plan comes the first work of construction. Certain roads will be made, the drainage system put in hand, and cottages erected for the workers on these jobs. The water supply will be carried out, gas brought to the site, and an electricity supply provided. Sites will be laid out for houses for the managers and owners of works, sites for workmen's cottages (to be built under the Government scheme), sites equipped with railway sidings for works; the whole complex business will proceed together, until a community begins to be formed to take a hand in shaping its future. To begin with, the town will be in the rural districts of Welwyn and Hatfield, but as soon as a population gets together and the town has marks of independent life, a new urban authority will be formed.

The financial aspect of the undertaking is important. In the first instance the public will be asked to find the capital for the cost of the land and the initial expenditure. As the estate shows a return as it stands, that money will not lack security; and there should be no difficulty in finding money for houses, factories and development in the ordinary way of business. The business-like handling of such an undertaking as this Second Garden City will result in first-rate security for capital.

To build a new town is a great adventure, and those who take part in it will have experiences that they will value all their lives. The Second Garden City will be a town for good citizens, and those who can come to build there will do more than build houses and workshops, they will provide foundations for the life of the community and help to build up the State.

The Housing and Town Planning Exhibition at Whitechapel Art Gallery

A series of special lectures dealing with London problems has been arranged as follows:

Nov. 4th. 7.30 p.m. The Development of London. W. R. Davidge, F.S.I., A.R.I.B.A., A.M.Inst.C.E., Chief Executive Officer of the London Housing Board.

Nov. 6th. 7.30 p.m. London Roads and Road Transport. Prof. S. D. Adshead, F.R.I.B.A., Professor of Town Planning at University College, London.

Nov. 8th. 3 p.m. How to deal with London Slums. (Lecturer to be announced).

Nov. 12th. 7.30 p.m. Industry in Greater London. G. D. H. Cole, M.A., Fellow of Magdalen College, Oxford.

Nov. 18th. 7.30 p.m. Housing in Greater London. Capt. R. L. Reiss, Member of the Advisory Housing Committee to the Ministry of Health, Chairman of Executive of Garden Cities and Town Planning Association.

Nov. 20th. 7.30 p.m. A Traffic and Development Authority for London and the Home Counties. W. Rees Jeffreys, late Secretary to the Road Board.

Nov. 25th. 7.30 p.m. The Problem of Tenement Dwellings. (Lecturer to be announced).

THE GARDEN CITIES AND TOWN PLANNING MAGAZINE

INCORPORATING · THE · HOUSING · REFORMER

Vol. IX. No. 11

NOVEMBER, 1919

Notes of the Month

DELAY

At the end of the present year we shall need, on the most modest of estimates, 600,000 new houses, with a gigantic number of old houses requiring demolition, rebuilding or repair. The people who dispute these figures because of the declining birth-rate, or because of the number of men killed in the war, or for any other of a thousand reasons, dispute the obvious. The figures understate the need. Everyone who has given the slightest attention to the housing conditions of the people knows that the inadequate supply and bad distribution of houses is an evil that threatens to overwhelm the State. We must have the houses. That is a fact that no one in his proper senses can deny. Politicians on the economy stunt know it as well as anyone else. The cost is, we do not deny, alarming. But the shortage of houses, the overcrowding, discomfort, sheer misery and filth of the present state of things is unspeakably more alarming. In order to get the shortage made good, the Ministry of Health have sacrificed everything, or almost everything, to speed. Land has been secured in large quantities, plans have been prepared, and a tremendous amount of activity has resulted. But the houses are slow to appear, and the real difficulties have now to be encountered. We have never disguised our belief that the process of building these houses would be slow, and that the neglect of the large questions of national policy would not be compensated for by speed in construction. We are, therefore, not so dismayed as some people are by the present delay. The main cause of the delay is high prices; everything may go more or less easily until the tenders come in, but as soon as the prices are known there is alarm. There can be little doubt that the tenders that are being received for cottage building to-day are fancy prices. They are prices that should not be paid. But the way to deal with these prices is not to cut down the schemes, which is being done to an extent which the public hardly realizes, but to organize production. The building industry is already fully employed, and as things stand at present, in the building trades as in other trades, there is fierce competition between the production of necessities and the production of luxuries. That is always unhealthy competition, and it must be brought to an end; but it can only be done by organization. And in the process of the organization of production, we trust that attention will be given to a scheme of distribution; and no such scheme will be economically sound that does not take account of the principles of town development which are associated with the garden city idea.

A BROKEN PLEDGE TO PUBLIC UTILITY SOCIETIES

In the preliminary announcement of the Local Government Board with regard to the financial assistance to public utility societies, it was stated that loans would be advanced to the societies:

. . . at the rate at which advances are, for the time being, made to Local Authorities by the Public Works Loan Commissioners for assisted housing schemes. [They] will run for a period not exceeding 50 years. . . .

That undertaking has not been fulfilled. The Treasury announce, as we show on another page, that while the rate charged to local authorities for housing loans is to be $5\frac{1}{2}$ per cent. for any period, public utility societies will have to pay $5\frac{1}{2}$ per cent. for loans not exceeding thirty years, and $5\frac{3}{4}$ per cent. for loans not exceeding fifty years. This additional quarter per cent. upsets all the calculations published on behalf of the Ministry of Health in respect of the financial position of the societies, and it upsets all the calculations of the societies themselves. At the rate of $5\frac{1}{2}$ per cent., upon which the figures have hitherto been based, an annual charge of £5 18s. 1½d. per cent. was required for interest and repayment; under the new rate of $5\frac{3}{4}$ the annual charge will be £6 2s. 2d. This will make a difference of 18s. 2d. in the yearly rent of a cottage costing £600 all told, and a further 3s. for every £100 that the cottage may cost. It is so serious a matter, in view of the disabilities under which the societies already suffer, that it will destroy all hope of their being able to go on. And it is significant as the first clearly-broken promise by the Government in connection with the housing scheme. We do not think the Government in the least realize the valuable work that might be done by the public utility societies if they were given a fair chance. The societies are ready, as we have ample evidence to prove, to go ahead with building; they are held up because the Government does not treat them seriously. They are expected to build under conditions that involve certain ruin. The Governments abroad do not so despise the help of these voluntary societies, and an article we print on another page shows what is being done by them in Holland. There is sufficient organizing capacity in this country to enable the public utility societies to contribute a large amount of building at once; they are doing next to nothing because of Departmental obtuseness. It is time that this state of things was remedied.

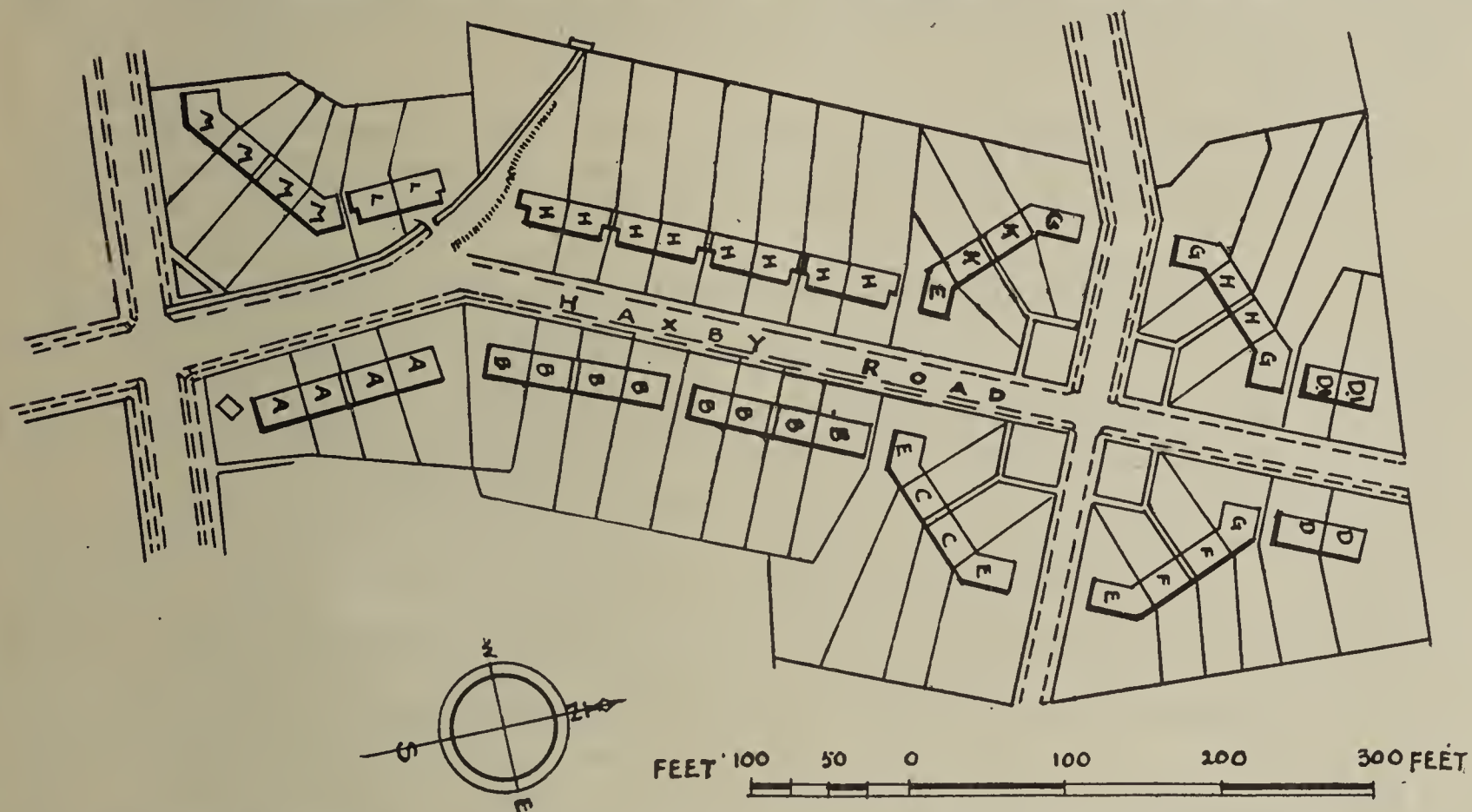
THE LATE MR. H. D. PEARSALL

We deeply regret to record the death of Mr. Howard Devenish Pearsall, a member of the Council of the Association, and a director of First Garden City Ltd., which occurred at Letchworth on November 3rd. Mr. Pearsall was one of the original members of the Garden Cities Association, and took a leading part in the establishment of Letchworth. More, perhaps, than any other man, he devoted his life to the first garden city; he lived there from the start, and as a director of the Company and as a citizen he gave himself to the task of building up a fine community. He was a firm believer in the sociological implications of the garden city idea, and regarded Letchworth always as an experimental town which existed for the sake of the nation at large. At the same time he had great confidence in the future of the town on its own merits. It was characteristic of him that he gave considerable attention to the provision of working-class cottages, and a large proportion of the cottages at Letchworth were built by the public utility societies that he organized. The public life of Letchworth owed much to him, for he was interested in every kind of social activity; in a very real sense he was the representative man of the town. Mr. Pearsall was a close student of current politics and a keen controversialist, possessing a lively mind and an unusual quality of intellectual honesty. He gave complete support to the recent developments of the garden city movement, and looked to see the influence of Letchworth being brought to bear upon the national housing scheme.

THE PLANNING OF NON-PARLOUR COTTAGES

By BARRY PARKER, F.R.I.B.A.

THE accompanying plans are of non-parlour cottages being built at Earswick, near York, for the "Joseph Rowntree Village Trust." In designing these cottages I have been much influenced by the fact that it is my intention to use a special Combination Range. There is a rapidly growing tendency on the part of the cottage dweller to eliminate from the living room as much as possible all the work connected with the preparation of food.

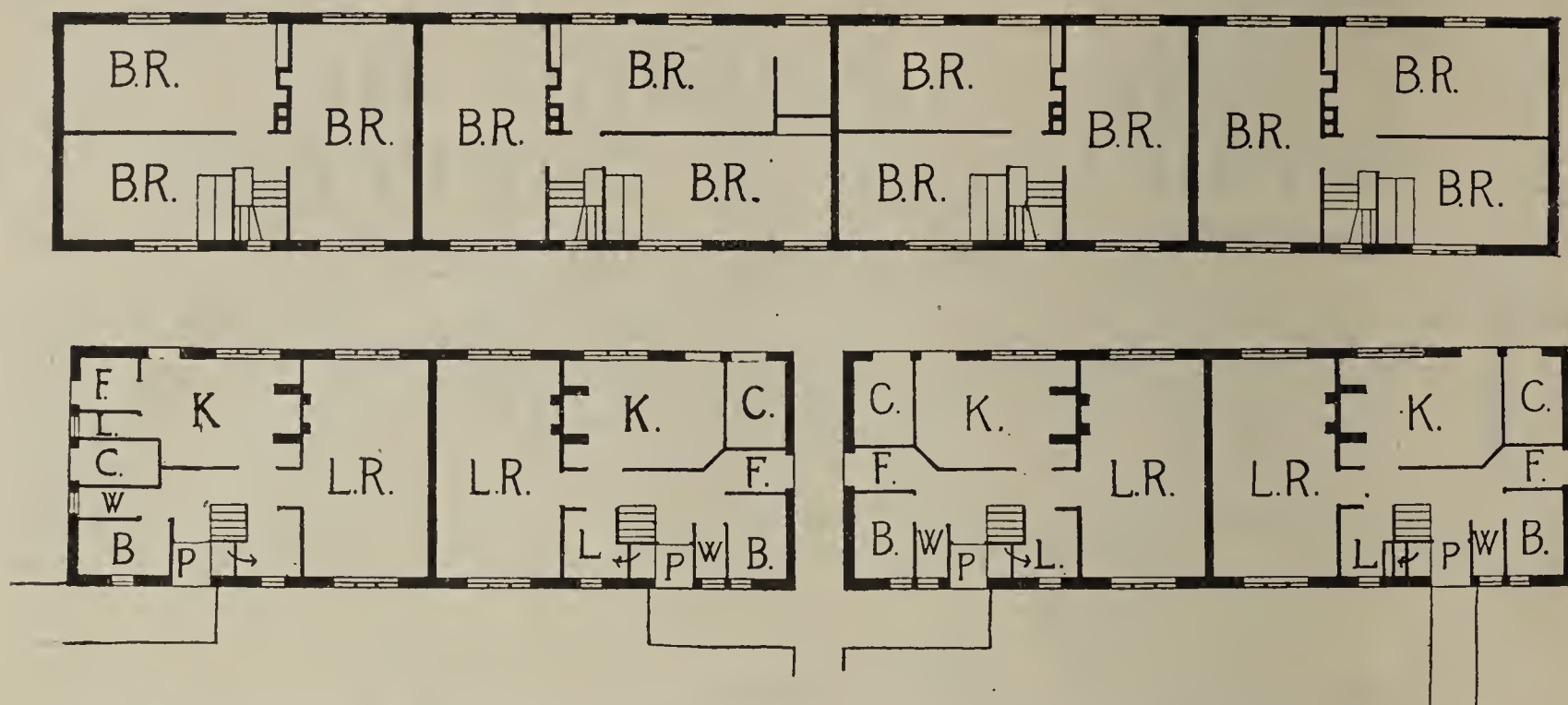


This key plan shows the arrangement of the adaptations of the normal plan "A" illustrated in the following pages

This is causing, in many instances, the cooking range to be installed in the scullery. Now the tenants of these cottages can seldom afford two fires. The result therefore is that when the range is in the scullery it is in the scullery that the family lives to a large extent, and the living room is left unoccupied.

Hence it occurred to me long ago that nothing would help more in the development and effective use of the cottage than would the invention of a range wherein the fire in the living room would heat the water for domestic use and ovens and a hot-plate placed in the scullery. By degrees such a range has been evolved, and the principle has by now been thoroughly tested, for it has been in use in at least thirty cottages. I can say from information recently brought up to date that wherever I have adopted the idea it has given satisfaction and has been greatly appreciated by the tenants. In many instances the range has been in use for years.

The objection to the adoption of this idea is the limitations it places upon the cottage designer. Except in really skilful hands it would be very apt to result in the production of poor cottage planning. Experience proves that the ovens and hot-plate are sufficient to warm the scullery quite as much as is desirable in a workroom

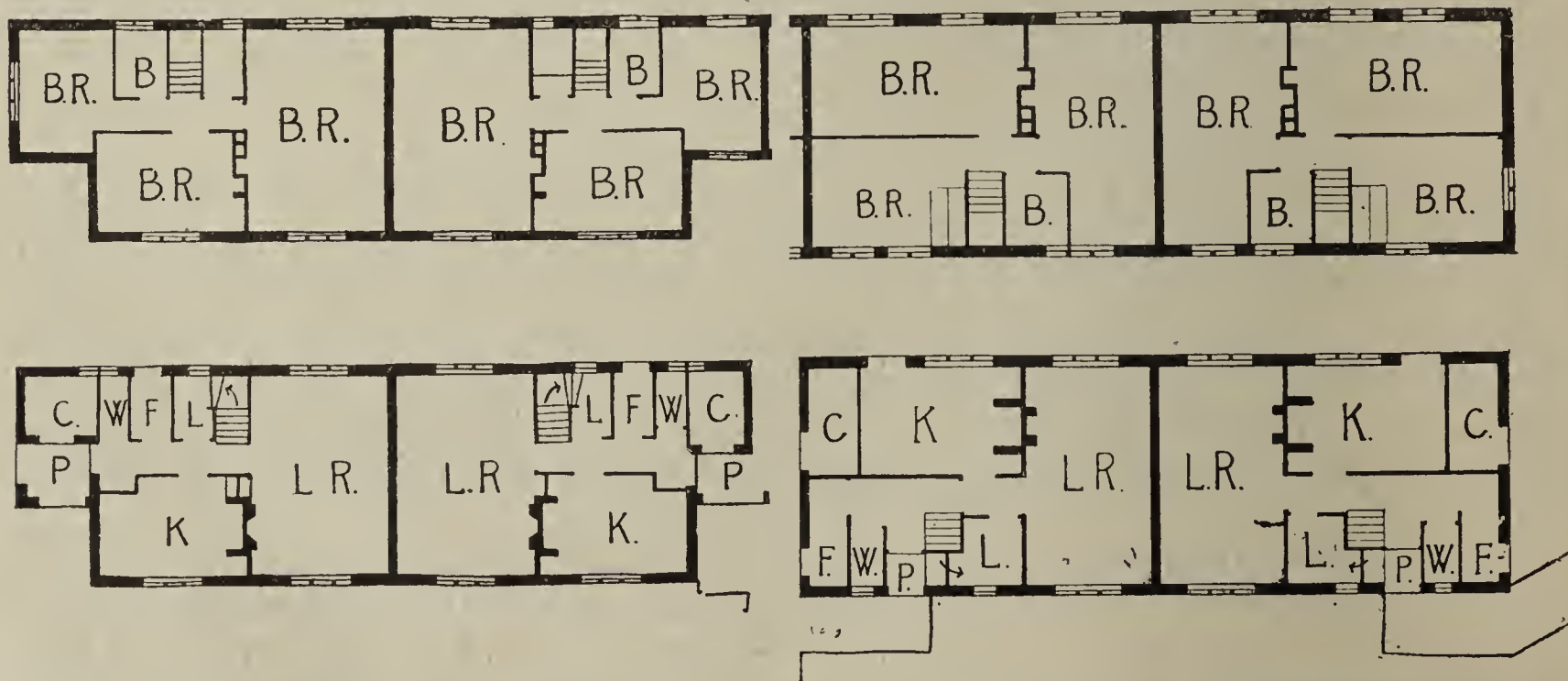


Mr. Barry Parker's design for the normal type of non-parlour cottage referred to in the article. It is marked "A" on the key plan and is for a west aspect. The plan is varied for eleven other aspects and for corners, examples of which are given on this page

occupied by people who are moving about, and further that it is a great boon in hot weather for the woman who is preparing food not to have to do this standing in front of a fire.

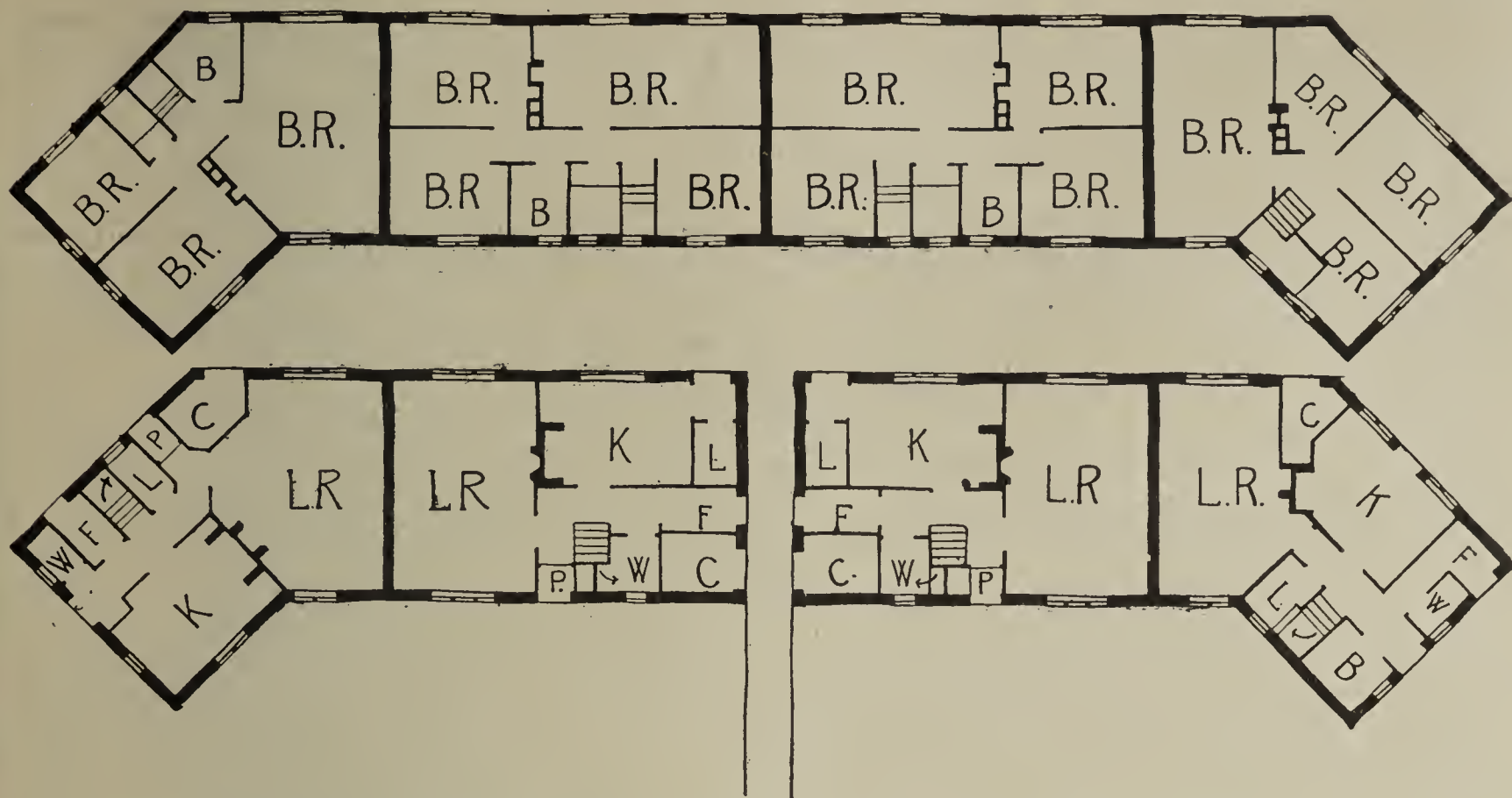
Having now, I hope, made clear one of the determining factors in the planning of these cottages for Earswick, may I go on to enumerate others?

I confess to have been much disappointed that so many of the plans being prepared for state-aided housing schemes, even by our best architects, are so straggling and uncompact. It is universally admitted—is it not?—that the truly economical cottage plan is the one in which all the accommodation is contained within a square or oblong. Every day one sees plans which give the impression that some of the accommodation has been overlooked and tacked on afterwards in a projection, either out at the back or out at the front. But a point which has struck me in many of the best of the plans recently produced—not excepting those given in the Tudor Walters Report and in the *Manual on the Preparation of State-aided Housing Schemes* issued by the Ministry of Health—is that in so many of them the



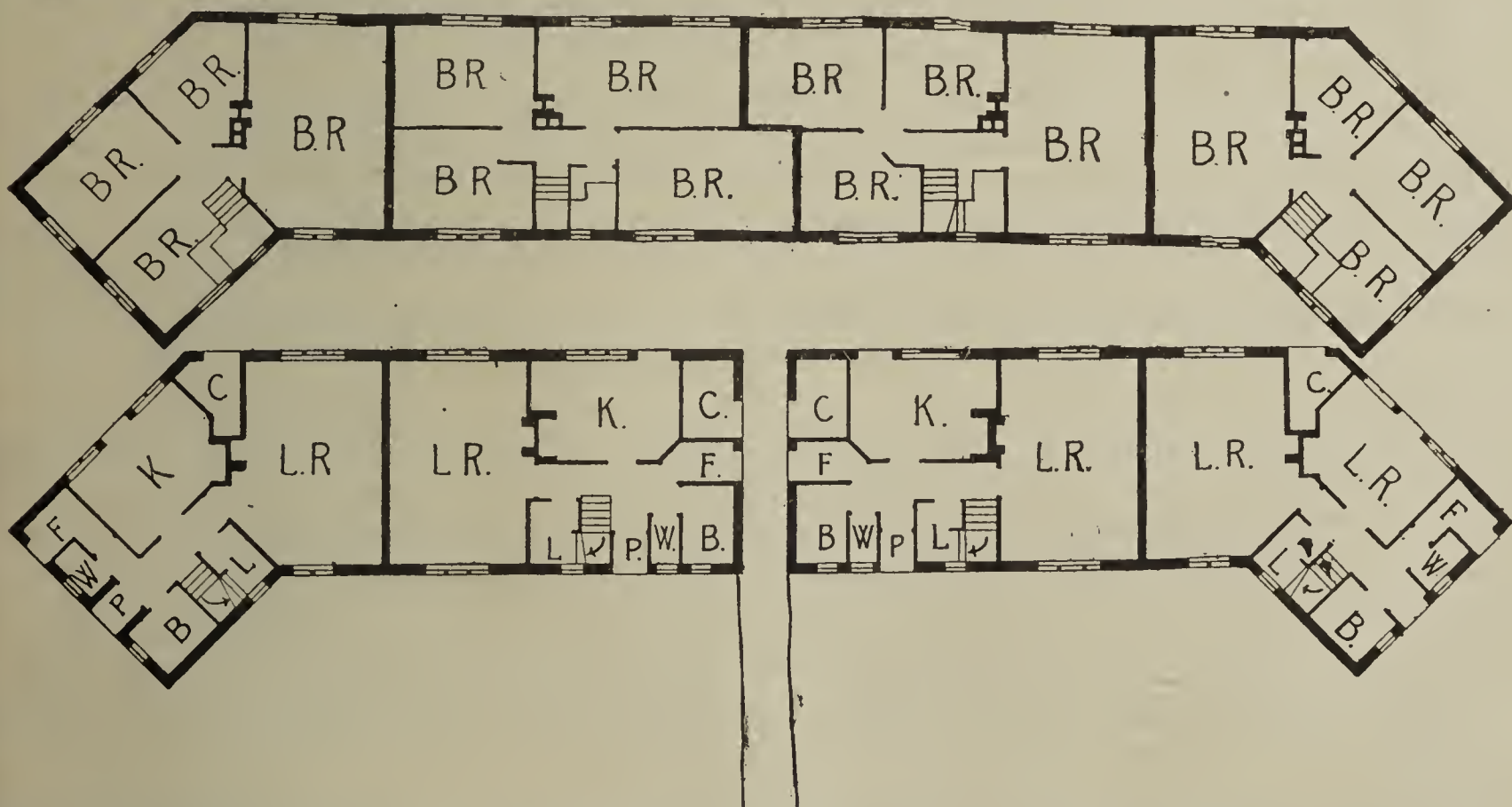
Type "H" for an east or south-east aspect

Type "B" for a north-west aspect



The two middle cottages are type "F," for a south-west aspect, and the end cottages are adapted for corners, types "G" and "E."

living room or scullery, one or both, are made passage-ways from one part of the house to another. In so many of these plans anyone wishing to go from upstairs or from the parlour to the w.c. has to pass through, at least, the scullery, and more often than not, both the living room and scullery. The bedroom slops have also to be carried through one or both of these rooms daily—a very unpleasant and objectionable thing. It must be very unpleasant, particularly perhaps to the housewife at work in her working kitchen or scullery, for the man lodger or guest to have to go through that apartment as well as the living room to get to the w.c. It can be scarcely less unpleasant for the man lodger or guest, for his only alternative to be to go outside and round the house.



The two middle cottages are type "C," for a north aspect, and the end cottages are type "E."

Now as regards the bathroom. A bath in the scullery was an advance on no bath at all, and a bathroom accessible only from the scullery is an advance on the bath in the scullery ; but is there any reason why we should be content with this when no additional cost is entailed by placing the bathroom where the approach to it is not through the scullery or any other room ? When the bathroom is approached from the scullery any occupants of the house taking a hot bath at night have to dress sufficiently to be able to pass through the scullery and living room on their way to the stairs. Anyone wishing to take a bath in the morning has to go downstairs through the living room and scullery and back again.

This brings me to the point at which it becomes necessary to consider the pros and cons of a bathroom upstairs, and a bathroom downstairs. Among tenants I find a strong predilection in favour of a bathroom upstairs, but to place the bathroom downstairs has certainly some advantages. The chief difficulty everyone meets with in planning non-parlour cottages is that of providing adequate bedroom accommodation on the first floor over the accommodation asked for on the ground floor. If to the accommodation on the ground floor the space occupied by a bathroom is added, it at once produces relief from the difficulty of providing adequate bedroom accommodation on the first floor. On the other hand, if the bathroom is on the first floor, not only is the available floor area for bedrooms reduced by the absence of a bathroom over which to extend it, but it has to be still further curtailed by the space devoted to the bathroom itself. In the larger house there is a lavatory provided on the ground floor to which a guest may be shown. If in the cottage the bathroom is on the ground floor, to a certain extent it takes the place of this lavatory. Again, a bathroom on the ground floor is a valuable auxiliary to the working kitchen. In it small articles can be washed, or even for that matter, it may be used as a washhouse. Many of the minor household tasks which would otherwise have to be performed in the kitchen may be performed there, but one of the chief arguments in favour of the bathroom being on the ground floor seems to me to be the following: In the workman's house the children are bathing just when the housewife is preparing the evening meal. It often happens that young children can be bathing and the housewife can go on with her work if the children can, while bathing, be close at hand to her, but if they have to be sent away upstairs it would be necessary for her to go with them and suspend her other work.

As to the bathroom being upstairs, it is often argued that a man who works at a dirty trade should, on returning from work, be able to go into the house and immediately into the bathroom without carrying dirt about the house. I have raised this point with many working women whose husbands are employed in dirty trades, who are coal-miners, blast-furnace men, and so on. They have contended that there is nothing in it, that the man has only to discard his boots and he carries no dirt into the house, that he can even discard his coat and waistcoat if necessary before going upstairs.

It will be seen from the accompanying plans, therefore, that what I am doing at Earswick is to enlarge the scullery, making it into a working kitchen, to arrange one small lobby which gives access to everything, the stairs, the working kitchen, the living room, the coal-place, the bathroom, w.c. and the larder ; that the result of this is that there is only one door into any room in the house and that no room becomes a passage-way. I have made even the coal-place open into this same lobby, because with the Combination Range I am using the chief carrying of coal will be into the living room, and it is undesirable that this should be through the working kitchen.

A minor point I notice in many of the plans now being produced is that when coal

is being brought into the house it has to be carried through the scullery. This means that everything in the scullery is covered with coal dust and a thorough cleaning of the whole is necessary after the coal man departs. It should be possible to tip coal into the coal place from outside.

PUBLIC UTILITY SOCIETIES IN HOLLAND

By D. HUDIG

President of the Nederlandsch Instituut voor Volkshuisvesting (Dutch Housing Institute).

AFTER reading the editor's article on public utility housing societies in the September number of the MAGAZINE, I thought it would interest English housing co-operators to hear something about Dutch housing societies, especially as the housing question in England and Holland is developing on much the same principles.

Our Housing Act of 1901 empowers the Government to grant loans to local authorities for the purpose of buying land and building working-class houses themselves, or by the aid of public utility societies. The money is not directly advanced by the central government to these societies, but by way of the local authorities, which have the power to allow or refuse a loan—a system that affords the opportunity of more efficient control over the societies than could be exerted by a central department. The money is advanced on mortgage, repayable in fifty years by equal annual instalments, the interest being fixed at the rate indicated by the market quotation of the State debentures on the Amsterdam Exchange. The local authority is responsible for the payment of the interest and instalments on the loan, so that there is no financial risk to the State. The Government is willing to grant 100 per cent. of the total building cost. Local authorities, on granting the loan, may impose such conditions on the society as they think fit, to secure efficient management, proper repairs, etc. Sometimes a certain amount of private capital, forming a varying part of the cost of land and building (hardly ever exceeding 5 per cent., however) is required. More often the society possesses a little capital, such as the share capital of the members (25f. or £1 1s. each), which has no relation at all to the capital cost of the buildings. Only a few larger societies in our greater towns have a larger capital at their disposal.

The public utility societies have a semi-public character. They must be authorized by the Government; the interest on their shares is limited to 4 per cent.; the capital and the profit are only to be applied to the improving of housing; and the members can be given no right to buy their houses. Nearly 750 public utility societies are now authorized. About 250 are organized in the Nationale Woningraad (National Housing Council), this corporation being exclusively a federation of public utility housing societies and building local authorities.

Up to the end of 1914, 461 loans had been granted, 371 on behalf of public utility societies, 90 on behalf of local authorities building themselves; 9,900 houses had been built and loans in total had been approved for the building of 16,251 houses.

Since the beginning of the war private enterprise has been practically out of business. Working-class houses have only been built by public utility societies and some local authorities. The housing shortage is growing every day; at least 100,000 houses

are now wanted. In Amsterdam and Rotterdam about half of the newly-married people cannot get houses. In the next five years 250,000 should be built.

Immediately after the beginning of the war the State fixed the interest chargeable on State loans at $3\frac{7}{8}$ per cent., being the interest indicated by the market quotation of the State debentures on the Amsterdam Exchange the day before it was shut. A subsidy was granted to meet the difficulties caused by the rise in the prices of materials. The local authorities were obliged to partake in this subsidy. After many tribulations the scheme now in practice was settled, providing an annual subsidy of the amount of the deficit incurred by the societies, 75 per cent. being afforded by the State, 25 per cent. by the local authority.

Since the war more loans than ever have been granted, the total number of loans at the end of 1917 being 810; of which 636, amounting to 71,500,000f. (about £6,000,000) were granted on behalf of public utility societies; 174, amounting to 27,500,000f., on behalf of municipal building, including a loan to Amsterdam of 15,000,000f. From May, 1918, till the end of July, 1919, loans and subsidies were granted for the building of about 15,600 houses, the monthly number growing rapidly.

The fixing of rents must now be approved by the State, and there is a tendency to set them up. But, as the cost of living is about 92 per cent. above the cost before the war and the raising of rents of private houses is under the control of rent committees, and as the cost of building is still increasing, and wages though raised have not in general reached a level at which economic rents may be paid, the deficit will be very great, in some cases growing to nearly 300f. (£25) per house per annum. This will go on for a long time. The capital cost now varies from 5,000f. (£417) to 8,500f. (£709), and an economic rent should be about 9f. (15s.) or 12f. (£1) per week (rates are not included in rents), whereas the normal pre-war rent for newly-built houses was 4f. (6s. 8d.) in Amsterdam and some other towns.

The main difference between the English and the Dutch schemes may be seen in the position of the public utility societies—most of the building being done in Holland by those societies. They are enabled to do so by the fact that the whole deficit is charged on the State and local authority.

Till now houses were built where public utility societies, or local authorities (or private builders) were willing to do so; where there was no public utility society, or the local authority was not disposed to build or to grant a loan to a public utility society, no houses were built. But according to our Housing Emergency Act, June 1918, the Government may now impose on a local authority the duty of making an enquiry into the number of houses wanted and of providing these houses, either by building them itself or by financing a public utility society. An enquiry into the housing shortage is now ordered in all towns and villages with more than 1,000 inhabitants, the State paying half the cost. A new Public Health Bill is being introduced into the Staten Generaal, instituting a more centralized housing inspection. As soon as this Bill becomes law, a more systematic provision of houses may be expected, as all municipalities, where, according to the general enquiry, a housing shortage is stated, will be obliged to build the houses wanted.

It is not decided how the system of subsidising will be brought to an end. Increasing the rents will lower the deficit, but whether it will ever be possible to charge economic rents on premises now built is as uncertain in Holland as in England.

DEMOBILIZATION AND HOUSING

BY LIEUT.-COL. C. V. C. HOBART, D.S.O.

A short account of some lectures given to the Troops in France and Flanders.

ON the Armistice taking place a year ago, the Army Authorities at once realized that it would be necessary to retain, for a considerable period, very large numbers of officers and other ranks, not only for the purpose of being able to enforce the Armistice conditions and those of the subsequent Treaty of Peace, but also on account of the physical difficulties of transporting home and elsewhere the enormous forces which we then had on the Western front. In other words, demobilization was bound to be a lengthy process, and though it was rightly recognized that, for those who had necessarily to be retained for shorter or longer periods, life should be made as pleasant as possible under the circumstances by means of sports, games, cinemas and other attractions, at the same time the more serious task of preparing officers and men for their return to civil life was not lost sight of.

The work of the General Staff having to some extent terminated, a number of "G.S.O.'s" were selected for the new Army Educational Staff, and a representative detailed to the headquarters of all formations. Steps were then taken to find officers and others who were prepared to give lectures, or otherwise assist in the work of education, and in due course I found myself enrolled as a lecturer on "Housing and Town Planning," the troops having intimated that this subject would be of considerable interest to them, more especially in view of the housing difficulties at home with which many of them had become acquainted.

My first lecture was given in the small mining town of Auberchicourt, at that time the headquarters of our First Army, and I had an interested audience and received some friendly "heckling" from architects and surveyors, camouflaged for the time being in khaki. An opportune spell of leave to England then enabled me to call at Gray's Inn Place, where the resources of the Garden City Association were placed at my disposal, and I returned to France with a magnificent set of lantern slides, illustrating the Garden City movement, the Tudor Walters' Report, and views and plans of all the best and more recent housing schemes. I first showed these slides at Valenciennes, which had then become our Army Headquarters, and was next asked to lecture at Mons, where a fine lecture hall, with an electrically lighted lantern, was placed at my disposal in the School of Mines. Amongst the audience was the town surveyor, who subsequently asked me if I would repeat the lecture in French to the burgomeisters and surveyors of the province of Hainault, whom he wished to get together for the purpose. I promised to do this if he would assist me with my notes, and this was arranged; but the lecture, I regret to say, fell through, owing to a bad outbreak of influenza at the time it was to have taken place.

I gave further lectures, however, to our own troops at Douai and other places, and repeated—by request—my lecture at Valenciennes.

At one place, a small Belgian town, I had to use a cinema lantern, and my slides had rather a narrow escape, as I had not reckoned on the extreme heat of the light. My operator, however, tumbled to the situation and gave short exposures only, previously warming the slides, so that the casualties were not numerous.

Another difficulty I encountered in Belgium was the larger size of carrier used, which is just too big for our English slides: this is possibly also the case in France, but here I was usually provided with an English lantern, often borrowed from our

good friends the Y.M.C.A., and to make sure, I got a carrier made of the right dimensions.

Throughout my series of lectures, which I may mention I gave as opportunity occurred without interfering with my military duties, I found the keenest interest taken by all ranks, but more especially by young men who had married during the war, and were now faced with the problem of finding homes for their wives. Some, in fact, informed me that they had found this such a difficult task that they had re-engaged for another year, or longer, and contemplated bringing their wives out to France if this should be permitted, as was eventually the case. It was, indeed, easier to arouse enthusiasm for good housing amid garden city conditions than to tell would-be garden citizens where or how to get houses of any kind. I could only counsel patience and pressure upon friends at home to get to work as soon as possible with the Government Housing Scheme.

In the belief that practice is better than preaching, I have myself become a member of a local housing authority—a Rural District Council to wit—and having been recently demobilized I am endeavouring to persuade my fellow councillors to make an early start with a series of housing schemes in various parishes of the district where additional working-class dwellings are badly wanted. It is, however, one thing to lecture on houses to enthusiastic meetings of would-be occupants, but quite another thing to persuade a reluctant public body, which has never yet built a single house, or, indeed, had the care of one, if an antiquated workhouse be excepted, to launch out upon what they are inclined to consider a desperate and reckless expenditure of public money; and I cannot too strongly urge the necessity of propaganda work in the southern counties of rural England.

The cry of “back to the land” will be worse than futile if there are no houses on the land for would-be land workers, and the least that a grateful country can do for our returning troops is to give those who wish to make their homes away from the dirt and noise of our great cities an opportunity of doing so.

In short, what is going to be of almost equal importance to “what grandfather did in the Great War” is “what grandfather did *after* the Great War”!

A “Beautiful Richmond” Exhibition

AN Exhibition of plans of Richmond, past and present, with a scheme for reconstruction, was opened at the Castle Rooms, Richmond, by Queen Amelia of Portugal, on October 21st, 1919. The Exhibition was the outcome of an idea expressed by Mrs. Victor Branford and taken up by the Women Citizens' Association. The aim of the promoters was to develop a sense of corporate responsibility. To effect this the historic past was represented by prints and pictures, and Richmond Present was the subject of photographs and sketches and an extremely valuable survey of Richmond in 1919 by Mr. Pilkington, who has worked in connection with the Civic Survey of Greater London. The beginnings of Richmond Possible were indicated in a series of contrasted photographs and sketches of well-known spots in Richmond. It was claimed that most of these improvements could be effected at small cost. The Richmond improvement plans and sketches attracted much attention. They provided for a transformation of the present stations, for noble entrances into the Old Deer Park, a new road cutting through to Mount Ararat Road, a new bridge from the foot of Water Lane, a memorial hall, a covered market, the Old Palace as an arts centre, and open baths in Petersham Meadows. The Exhibition was crowded during the five days that it was open, and the lectures given in connection with it were a great success.

WAR MEMORIAL TOWNS

By ERNEST T. WILLIAMS

PEACE having followed victory, our thoughts are now turned to the erection of war memorials worthy of the occasion, and of our gallant dead. There is, however, a vague, but real feeling that our first duty is to the living—to those who have survived, and are now claiming to be found a means of subsistence in the land they have helped to save. During the war we heard a great deal about a new agricultural policy, and the settlement on the land of our returned soldiers, sailors and airmen, who were to be encouraged to take up small holdings. The housing problem also cries aloud for solution, and those who have fought for their homes now return to seek in vain for houses to live in, and it would appear that years are likely to pass before the supply of suitable houses will equal the demand. Now, in the face of all this, as well as the serious economic condition of the country, many war memorial schemes, necessitating the expenditure of vast sums of money, will shortly be launched which will prove of little or no value to those who have such an urgent claim upon us. While such schemes would receive the highest commendation in ordinary times—would they be wise, or even right, under present circumstances? Cannot we honour our dead and, at the same time, erect memorials which shall benefit their comrades who live on? If the dead were left to decide, and could make their wishes known, there could be only one reply.

Every town, village or hamlet will, of course, desire to erect some suitable memorial, and it is well this is so; but the response of the whole people would be greater and more sincere if they knew that a small proportion only of their money would be used for ornamental erections, whilst the bulk of it was to be devoted to a lasting memorial to help our returned men and give them a fresh start in life.

Such a memorial, which would stand for all time, and be the admiration of future generations, as well as of immediate benefit to ex-soldiers, sailors and airmen and the people generally, might well take the form of a series of War Memorial Towns.

It is now generally accepted that the best, most desirable, healthiest and most economic arrangement for industrial countries is a number of towns surrounded by agricultural belts, suitable for populations of 50,000. Such towns offer the social and intellectual advantages of large cities without their disadvantages. They also provide a close market for the produce of the surrounding agricultural area, and in turn supply the advantages of towns for the rural population in the district.

Industrial areas in this country have become so congested and overcrowded that the towns continue to grow in size without any relation to social or economic conditions, and to the detriment and loss of the countryside.

The scheme that I wish to propose is to build up a number of small Memorial Towns, as follows:

(a) Each large city (or group of smaller towns) to have a central war memorial fund, one-tenth of which shall be devoted to the erection of a memorial in the city and nine-tenths to the laying-out of a Memorial Town.

(b) A suitable site of about 6,000 acres to be selected within easy reach by rail of the city. This site to be laid out as a model town for an ultimate population of 50,000 inhabitants, and a wide agricultural belt, which would be devoted in perpetuity to agricultural purposes, to surround it.

(c) The agricultural belt to be laid out for small holdings, each being connected with a simple system of light railways and a supply of electricity, the light railway having a connection with the main line.

(*d*) The provision of a light railway between the new town and the city tramways, in order to provide for a fast through service. In many instances a site could be selected having an existing rail or tramway line to the city.

(*e*) The provision of a number of model houses, each with its own garden, built under the new Housing Act, whereby considerable Government assistance is given.

(*f*) The provision of sites for houses of a higher rental than those included under the Housing Act.

(*g*) The laying-out of an area with railway sidings and possibly canal accommodation for industrial purposes, to be so selected as not to interfere with the amenities of the town.

(*h*) The provision of sites for Town Hall, station, post office, schools, churches, institutes, and the usual public buildings for a town of 50,000 inhabitants.

(*i*) Workshops and model houses for the disabled to be provided as one of the first calls on the funds.

It will be unnecessary at this stage to enlarge on the scheme and its great possibilities. The houses and small holdings would be allotted to ex-soldiers as quickly as they could be provided, after which the populations of the cities themselves could be served, the manufacturing sites let to the city people desiring to extend their works and to erect new ones.

The building of these memorial towns would provide work for a large number of soldiers at present unemployed.

The towns erected near large cities or industrial areas would be a great advantage to both ; for each city could " father " its own memorial town, and civic pride and interest would be created in the scheme from the outset.

All that is required to bring the scheme into operation is a small amount of sympathy, public spirit, energy and enthusiasm. Will not one of our go-ahead cities take the matter up at once and lead the way ?

The Second Garden City

THE Second Garden City Ltd. has been registered under the Companies Acts, with an initial capital of £150,000 in one-pound shares. The object of the Company is to develop the second garden city at Welwyn, an account of which was given in the last issue of the MAGAZINE. The dividend on the original share capital is limited by the Memorandum of Association to a maximum of 7 per cent.; and any additional capital that may be issued will be subject to a limitation of dividend not exceeding $1\frac{1}{2}$ per cent. above the actual yield upon Consols or equivalent Government stock at the prices quoted on the London Stock Exchange, at the date of the issue of the capital. Provision is made in the Articles for the appointment of Civic Directors to represent the Community as soon as a new local authority is created for the area of the estate ; these directors will be in addition to the directors elected by the shareholders, and the object is to secure for the Company the early co-operation of the people who come to live on the estate. The Vice-Chairman of the Company is Sir Theodore Chambers, K.B.E., F.S.I., and the directors Mr. J. R. Farquharson, Lt.-Col. F. E. Fremantle, L.C.C., Mr. Ebenezer Howard, Mr. W. T. Layton, C.H., C.B.E., Mr. C. B. Purdom, Capt. R. L. Reiss, and Mr. Bolton Smart. The Secretary is Mr. F. J. Osborn.

WHAT IS BEING DONE

This summary of the action being taken in connection with the National Housing Scheme is continued from the September issue of the Magazine.

(I) *By the Government.*

A SHORT summary of the provisions of the Housing, etc., Act, 1919, has been supplied by the Ministry of Health for every member of a local authority. Under the Act it became the duty of local authorities to make a survey of the housing needs of their areas by October 31st. On August 23rd the Minister of Health addressed a circular letter to the authorities setting out their duties fully, and forwarding a Form of Survey of Housing Needs, which each housing authority was required to complete and forward to the Housing Commissioner not later than the prescribed date. Information had also to be supplied to the Ministry as to the slum areas which require to be dealt with, and as to insanitary houses in other parts of the district of the local authority. The Ministry indicated to local authorities the lines on which enquiries might be made to ascertain the needs of the district. Various sources of information, both official and unofficial, were suggested, e.g., the Local Food Control Committee and Social Organizations. Arrangements were also made for the staff of the Regional Commissioners appointed by the Ministry to give assistance, where desired, to local authorities in the carrying out of the survey of their districts and in the preparation of their schemes.

The Treasury announce that the following rates of interest will be charged as from the 1st September on loans from the Local Loans Fund for Housing:—

I.—Loans in respect of schemes not receiving subsidy under the Housing Acts:

(a) To companies and private persons limiting their profits to 6 per cent. per annum (subject to Income Tax).

Not exceeding 30 years, $5\frac{1}{2}$ per cent.

Not exceeding 40 years, $5\frac{3}{4}$ per cent.

(b) To companies and private persons not so limiting their profits:

Not exceeding 30 years, 6 per cent.

Not exceeding 40 years, $6\frac{1}{4}$ per cent.

II.—Loans in respect of schemes receiving subsidy under the Housing Acts:

Loans to local authorities, secured on local rates, any period, $5\frac{1}{2}$ per cent.

Loans to Public Utility Societies limiting their profits to 6 per cent. per annum, as defined by the Housing Acts, 1919 (subject to Income Tax):

Not exceeding 30 years, $5\frac{1}{2}$ per cent.

Not exceeding 50 years, $5\frac{3}{4}$ per cent.,

provided always that for the present, and as a purely temporary measure until a permanent rate can be fixed—which will be done shortly—there shall be included in the mortgage in respect of any such loans (whether to local authorities or public utility societies) a condition that the above rates are provisional only, and may be revised when permanent rates can be fixed, such revised rate to run from the commencement of the loan.

It is announced by the Ministry that the average cost of the non-parlour type of house, for which tenders have been approved by the Ministry, is £647, and for the parlour type £768. The average cost per house of all types is £704. The following statement (*Housing*, Oct. 25) shows the number of houses of different types for which tenders, as shown in the first column, have been approved. The average cost per house is also shown. The figures are exclusive of the cost of land, road-making and sewerage.

Cost as approved.	NON-PARLOUR TYPES.					PARLOUR TYPE.			Total Number of Houses.
	Living-room, Scullery, and				Average cost per House.	Parlour, Living-room, Scullery, and		Average cost per House.	
	1 Bed-room.	2 Bed-rooms.	3 Bed-rooms.	4 Bed-rooms.		3 Bed-rooms.	4 Bed-rooms.		
£400 to £500 ..	4	—	185	—	£453	24	—	£449	213
£501 to £600 ..	—	187	529	—	570	216	—	573	932
£601 to £700 ..	—	68	1,303	—	656	51	22	654	1,444
£701 to £800 ..	—	55	624	—	733	1,311	48	760	2,038
£801 to £900 ..	—	—	118	4	817	988	81	832	1,191
£901 and over ..	—	—	—	—	—	—	6	1057	6
Totals ..	4	310	2,759	4	£647	2,590	157	£768	5,824
	3,077				£647	2,747		£768	

Of the 5,824 houses : 5,250 houses were in urban districts, and cost on the average £705 each. 574 houses were in rural districts, and cost on the average £695 each.

The average cost of land for housing schemes of local authorities is £186 an acre ; it varies between £212 in the County Boroughs and £119 in rural districts.

It is officially announced that after conferences with the Building Resettlement Committee of the Joint Industrial Council of the Building Trades and with representatives of associations of house builders, the Minister of Health has made two agreements with the view of accelerating the erection of houses. The first agreement, made with the Resettlement Committee, provides a special method by which, where conditions are satisfactory, an agreed price at which houses are to be erected shall be fixed between the local authority concerned, representatives of the local federated builders and the Housing Commissioner : and also provides for the distribution of contracts accordingly among the local builders, so that the largest possible number of houses at the agreed price may be erected immediately. The second agreement has been made with the representatives of associations of house builders to bring into use land which many house builders acquired before the war and partially developed. This agreement provides for arrangements by which the house builder can agree with the local authority to erect houses and to sell the land and houses at an agreed price.

Many house builders have not been accustomed to tender on bills of quantities. The Minister has agreed that the local authority and the builder may arrange that the houses to be erected shall be of a type, or types, built by the latter before the war, provided that these houses are of a good standard. In this way it is thought that economy and dispatch in the erection of houses may be secured.

Full particulars of the two agreements are being issued to local authorities ; and the Minister is arranging for special representatives to be sent to a number of selected

towns, in order that definite arrangements may be made between the local authority and builders with the utmost dispatch and the minimum of formalities.

The Ministry of Health have appointed an Unhealthy Areas Committee as a Sub-Committee of the Advisory Council, consisting of Mr. Neville Chamberlain, M.P., as chairman, Mrs. E. Barton, Mr. R. L. Reiss, Mr. E. J. Brown, Mr. C. W. Bowerman, M.P., Dr. W. J. Howarth (Medical Officer of Health for the City of London), Mr. R. C. Maxwell and Mr. G. L. Pepler. The terms of reference are : To consider and advise on the principles to be followed in dealing with slum areas, including the circumstances in which schemes of reconstruction, as distinct from clearance, may be adopted, and, as regards cleared areas, the extent to which rehousing on the site should be required, the kind of housing which should be permitted, and the use of the site for factory or other purposes than housing.

The procedure adopted by the Committee is to examine representative witnesses with experience of actual slum clearance and reconstruction work, and those possessing special knowledge of the problems involved, and to visit in due course typical slum areas in London and the provinces.

The Ministry have also appointed an Agricultural Rents Committee to consider the initial rents to be charged by local authorities for houses built under the Government scheme in rural areas. Of this committee, Mr. H. Hobhouse is the chairman, and the members are Mr. H. R. Aldridge, Mrs. A. D. Sanderson Furniss, Mr. R. R. Robbins and Mr. E. F. C. Mosse ; a representative of Labour will be appointed.

The Standardization and Construction Committee appointed by the Minister have recently approved several special methods of construction, including many different forms of concrete construction. Some of the firms responsible are prepared to build houses in large numbers throughout the country. Particulars of these special methods are given for the information of local authorities in Nos. 8 and 9 of *Housing*. Other special methods of construction are now under the consideration of the Committee. Information as to such of these methods as may be approved will be published in due course.

The Ministry are negotiating with a number of firms in regard to large-scale erection of houses in such materials as wood, reinforced concrete, interlocking and terra-cotta hollow bricks, steel and concrete construction, and asbestos sheeting, with a view to securing a more rapid erection of houses. Messrs. Boulton and Paul are prepared to erect a large number of one-storey wooden bungalows on a plan now approved by the Ministry of Health. The approximate cost of each bungalow will be about £600, exclusive of water supply, drainage, fencing, paths, entrance gates, etc. The accommodation will include living-room, kitchen, and three bedrooms, Messrs. Boulton and Paul hope to be able to build at the rate of 1,000 bungalows a year, and to have some erected by next spring. The Ministry will allow the local authority forty years in which to repay the loan raised for the purpose of providing these bungalows.

Further arrangements have been made in regard to the acquisition of War-Service Huts and Hostels to be used by the local authorities for conversion into temporary dwellings. The huts and hostels can either be converted in situ, in which case they may be purchased or leased, or they may be purchased and removed for conversion elsewhere. If the huts are to be used in situ, arrangements for the acquisition of the land on which the huts stand will be made with the owner by the local authorities and they will assume full liability for the reinstatement of the land. They will, however, receive from the Government Department concerned, a sum agreed upon as equal to the estimated sum which it would have cost the Government Department to reinstate the site if the land had been vacated at the time of transfer. If the huts

are taken on lease the rent for them charged to the local authority by the Ministry of Health will be based on a valuation, less $33\frac{1}{3}$ per cent. discount. At the end of the period of the lease the huts will revert to the Surplus Government Property Disposal Board. The huts will then be sold and the local authority will receive such part of the proceeds of the sale as is in excess of the value of the huts as estimated at the time when they were leased to the local authority. In the case of purchase of huts local authorities will be allowed a discount of $33\frac{1}{3}$ per cent. below a valuation to be made by the Disposal Board or where their valuation is challenged, by an indepen-



THE SWANPOOL GARDEN VILLAGE.

These houses, built by the Public Utility Society, were occupied on October 21st last

dent valuer. Arrangements have been made with the War Office and other Government Departments concerned for the evacuation of camps required for temporary housing purposes to be expedited. Local authorities have been asked to submit to the Ministry, by November 29, an estimate of the number of huts they are likely to acquire.

The Ministry of Health have now issued a *Manual* on the conversion of houses into flats for the working classes. (Price 1s.) The new Housing Act gives local authorities the power to acquire suitable houses and convert them into flats, and while the Ministry state that they are anxious that local authorities should not in any way relax their efforts to hasten the erection of new houses, they think such efforts should be supplemented by these powers of conversion in order to secure as great an increase in the amount of accommodation as is possible before next winter. The owner of a house may desire to undertake its conversion himself and, in such a case, the Housing Act enables the local authority to lend the whole or a part of the money necessary to

defray the cost, though the loan must not exceed one half the estimated value of the property. The *Manual* indicates the procedure which will be adopted in such cases. It is suggested that the rate of interest to be charged to the owner should be $\frac{1}{2}$ per cent. above the rate at which the local authority can borrow and the Ministry are of opinion that repayment should be required not less frequently than every half-year. When houses which could be converted into working-class tenements are available but no proposals for conversion are made by the owners, the Ministry urge upon local authorities the advisability of exercising their new powers of acquiring houses themselves, either by agreement or compulsory purchase, and converting them into flats.

It is not suggested that a local authority should seek to acquire empty houses indiscriminately, and it would be undesirable to acquire an individual house which happened to fall empty in a neighbourhood in which similar houses continue to let without difficulty. It is pointed out in the *Manual* that the local authority should not limit enquiry to large houses; terrace houses when taken in groups of two or more being capable of conversion into convenient flats with one common staircase.

In accordance with the scheme of converting suitable houses into flats for the working classes, the London Housing Board have, up to November 1st, inspected 3,500 houses in London. Of this number 1,150 have been found to be suitable to the purpose in view. Additional houses to the number of 950 which have been under the inspection of the Board, may, it is hoped, be obtainable. The Office of Works will undertake the work of conversion, and in two or three of the London boroughs the preliminary stage of these operations has now been entered upon. It is intended that the flats created under this scheme should, as far as possible, be self-supporting, and should yield an economic rent. The choice of tenants for them will be entirely in the hands of the local authorities, by whom the flats will be taken over when completed. In a number of cases the procedure being adopted by these authorities is to make a list of applicants which will be gone through as flats become available, taking into consideration the need of each applicant for house-room and the circumstances which have brought about that need. This method, which was adopted on the recommendation of the Ministry, will admit of full and fair consideration being given of such claims as arise from war service, extent of family, and so on.

A Standard Specification has been issued for Roads and Sewers (D. 91). The Minister of Health has issued new Appeal Procedure Rules, 1919, under Section 39 of the Housing Act, 1909 (Order 65,473, price 1d.); also an Order prescribing forms in connection with entry into houses for inspection, repair of houses, closing orders, etc. Under this Order it is no longer necessary to serve a closing order or a demolition order itself on an owner. (Order 65,480, price 3d.).

The Minister has made regulations adapting the regulations governing the procedure normally followed by local authorities for the compulsory purchase of land for housing purposes, to meet cases where the Minister makes an order for purchase under Section 16 of the Housing Act of 1919. By means of these new regulations the process has been shortened from about two months to about three weeks. (*Housing Acts (Compulsory Purchase) Amendment Regulations*, 1919; price 1d.)

The following new official publications of the Ministry of Health, as well as those noted above and others noted in previous issues of the MAGAZINE, may be obtained from the office of the Association, 3, Gray's Inn Place, W.C. 1, postage extra:

Housing: Powers and Duties of Local Authorities. 2d.

Housing, Town Planning, etc., Act, 1919 (4-page leaflet). 1d.

Manual on the Conversion of Houses into Flats. 1s.

Housing, Fortnightly Journal. 3d.

Housing by Public Utility Societies. 1d.

Financial Assistance to Public Utility Societies and Housing Trusts: General Housing Memorandum, No. 9. 1d.

Financial Assistance to Local Authorities: General Housing Memorandum, No. 8. 1d.

Relaxation of Building Bye-Laws: Regulations under Section 25 of the Housing, Town Planning, etc., Act, 1919. 1d.

Model Forms of Tender and Agreement, with Conditions of Contract and Schedule of Prices. 3d.

Schemes Submitted to the Ministry of Health by Local Authorities and Public Utility Societies (issued monthly). 6d.

(2) *By Local Authorities.*

The total number of schemes submitted to the Ministry of Health up to November 1st, was 5,842 (many authorities submit more than one scheme, it should be remembered). Site schemes numbering 2,143, representing an area of approximately 22,500 acres, had been approved up to that date; 722 lay-out schemes had been approved, and house-plan schemes representing 30,204 houses. Altogether fifty local authorities have made application for huts or other temporary structures. In the case of a few applications, the number of huts, etc., required has not been stated. Apart from these, the applications relate to a total of 1,661 huts, in addition to a few other structures.

The first two completed houses erected in England by a local authority under the Government Housing Scheme were opened in Wolverhampton on November 6th, by the Mayor, who stated that the Borough's housing requirements involved the provision of over 5,600 houses, the approximate cost of which, including the land, would be £6,000,000.

We understand there is a tendency on the part of Rural District Councils to propose the erection of cottages as close as possible to the farms owned by members of the Council. In one case over fifty sites have been submitted by one Rural District Council. The dangers of this course need to be emphasized. If cottages are too near to farms, it is obviously difficult for the children of the farm labourer to get to the village school, further, the water supply is often inadequate. Thirdly, the houses become tied under the farmer. Certain delays in rural areas have been due to the impossible plans submitted. In several cases bedrooms have been designed that are not high enough for an adult to stand up in, in another plan the front door of the cottage was not more than 3ft high. There are many cases where the lay-out was badly designed; the front door of one house looks into the back of another, in one place no sinks were provided, and these shortcomings make it necessary for the Housing Commissioner to do his best to make the houses more convenient and thus the charge of delay is apt to arise.

The London County Council have decided to expend £1,000,000 to cover the cost of the compulsory acquisition and partial development for housing purposes of 3,000 acres of land between Barking and Dagenham. It is proposed to erect on this site 24,000 of the total of 29,000 houses which the Council have decided to provide within the next five years. The site is bounded on its western side by the Mayes Brook. The Great Eastern Railway between Ilford and Romford forms its northern boundary, and the Ripple Road the southern, while to the east lie the villages of Dagenham and Beacontree-heath. The southern portion of the area is intersected by the London, Tilbury, and Southend Branch of the Midland Railway, over which roads are carried by four substantial bridges. There are several good public roads running across the land, which has a gradual slope from north to south, and is undulating from east to west. With the development of so large an area, improved means of communication would be necessary, and for the purposes of local traffic between Barking and Dagenham stations, which are four miles apart, a new station would be required. The attention of the Government has already been directed to the importance of this aspect of the question and to the desirability of expediting the electrification of the

line, for which the Midland Railway Company has obtained parliamentary powers. In scheduling such a large area the importance of making provision for mixed development has been borne in mind.

Derby Town Council is seeking the support of other local authorities throughout the country to the following resolution to be forwarded to the Ministry of Health : That this council desires to call attention to the very serious financial difficulties and loss which will be incurred by local authorities as a result of the obligation imposed upon them by the Government to provide the money for the capital expenditure in connection with the contemplated housing schemes throughout the country, and is of opinion that the only sound principle upon which to proceed is for the Government to provide the necessary funds to enable the local authorities to carry out their schemes.

Halifax Corporation have decided to erect 62 houses by direct labour, under the supervision of the Borough Engineer. Their erection by direct labour will, it is estimated, cost not more than £800 per house. When tenders were received the cost worked out at £1,049.

Surrey Land Settlement Committee are to place before the Croydon Borough Council a war memorial scheme for the establishment of a garden village on 800 acres within the borough. It is proposed to build 6 or 8-roomed houses on 20-rod plots and erect small homesteads on plots of about 2 acres. The scheme is estimated at £400,000. The tenants will eventually, it is hoped, form a self-governing colony, with a credit bank, public hall, and recreation ground.

The Birmingham Housing Committee have had under consideration the advisability of using concrete in the construction of houses and find it does not compare favourably with brick. A proposal has, however, been made for concrete blocks to be made at the local refuse works. A contractor has expressed his willingness to experiment here and the Corporation department concerned has agreed to provide facilities and materials. The blocks thus obtained will be suitable for interior partitions.

Redditch Urban District Council have recently made an announcement that the parlour house included in their housing scheme will be let at a rent of 25s. per week.

Norwich Corporation have rejected a proposal to relieve the housing shortage temporarily by the conversion of hutments.

Peterborough Town Council is embarking on a preliminary scheme of wooden houses, having been offered a plot of land free provided houses are erected immediately. They are trying the experiment with a wooden house purchased from some Canadian lumber mills in Suffolk. The house which is built on Canadian lines will contain living room, kitchen, scullery, bathroom and three bedrooms, and will be brought to Peterborough in sections. The estimated cost is £350 each to let at a rental of 10s. a week.

Cambridge Corporation have approved a scheme for the conversion of the buildings of the First Eastern General Hospital into temporary housing accommodation for some hundreds of families.

Sheffield Town Council have adopted a resolution to the effect that representations be made to the Minister of Health and the Minister of Labour that priority should be given to the building of houses under the housing scheme over the building of places of amusement until the requirements of the Housing Schemes are satisfied.

Bourne (Lincolnshire) District Council have decided to postpone the general scheme for building houses on the ground of expense until the spring : but they have agreed to try the experiment of building three pairs of cottages in different ways : viz., two houses to be erected by a contractor on the percentage system ; two by direct labour under the supervision of the Council's Officers ; and two on the lowest tenders submitted, viz., £1,368 per pair, exclusive of water supply and cost of site.

The Leeds City Council has decided to let the houses it is proposing to build in the following order :

1. (a) Men who have served in His Majesty's Forces, or (b) wives or mothers of men who are serving in His Majesty's Forces, or (c) widows or mothers and children of deceased soldiers or sailors.
2. (a) Families who have outgrown their accommodation, or (b) are residing in apartments.
3. Newly-married couples not at present occupying houses.
4. Persons under notice to quit owing to property having been sold.
5. Former Leeds residents who have had to give up houses during the war (other than service or ex-service men.)
6. Persons living out of Leeds, but employed within the city.
7. People desiring a change.
8. People desiring to live in the city, but now residing outside.

(3) *By Public Utility Societies.*

The number of schemes submitted by public utility societies up to October 18th, 1919, according to the statement in the official journal, *Housing*, was 69 for an area of 3,077 acres. Of these 21 schemes had been approved, and out of that number 18 lay-outs and 19 house-plan schemes had been approved, as well as tenders for 208 houses. The first houses completed and occupied in the country under the Government Housing Scheme are those built at Lincoln by the Swanpool Garden Village Society.

The Whitechapel Exhibition

THE Housing and Town Planning Exhibition at the Whitechapel Art Gallery, Whitechapel Road (which has been organized by the Garden Cities and Town Planning Association at the invitation of the Trustees of the Gallery), was opened on Tuesday, November 4th, at 3.30 p.m. by Mrs. S. A. Barnett. Lord Burnham was in the chair and was supported by Sir William H. Davison, M.P., Capt. R. L. Reiss and others. There was a large attendance.

The Exhibition will be open from 12 till 9 p.m. daily, including Sundays, until November 30th. Admission is free. The object of the Association in organizing this Exhibition is to indicate to the non-technical man and woman the large scope of the subject and its importance to them as citizens. Architects, and the Surveyors to Local Authorities, and others, will find a great deal to interest them in the material that has been collected together ; but the chief aim has been to interest the average man. It is hoped that the Exhibition will do something to demonstrate the kind of development in housing that is required to-day, and to make plain the meaning of systematic town planning.

The Exhibition will so far as possible be varied at intervals during the month. In the third week of the Exhibition a special exhibit from the Office Public des Habitations à Bon Marché du Département de la Seine will be shown. A conducted tour of the Exhibition is taking place each afternoon at 3 o'clock. A series of lectures as announced in last month's MAGAZINE is being given in the evenings.

The arrangement of the Exhibits is as follows :

LOWER GALLERY.

Section I.—The National Housing Scheme :

1. Diagrams and models.
2. Schemes prepared by Urban Authorities.
3. Schemes prepared by Rural Authorities.
4. Schemes prepared by Public Utility Societies.
5. Specimens of standard fittings (small Gallery).

Section II.—The Growth of London.

Section III.—Thames-side Development.

Section IV.—The Garden City Principle :

1. Diagrams.
2. The First Garden City at Letchworth.
3. The Second Garden City at Welwyn.

Section V.—Civic Surveys.

Section VI.—Town Planning Schemes.

Section VII.—Town Improvement Schemes.

Section VIII.—Foreign and Colonial.

UPPER GALLERY.

Section IX.—War Housing Schemes.

Section X.—Pre-war Housing Schemes.

THE GARDEN CITIES AND TOWN PLANNING MAGAZINE

INCORPORATING · THE · HOUSING · REFORMER

Vol. IX. No. 12

DECEMBER, 1919

Notes of the Month

THE HOUSING PUZZLE

The debate on housing in the House of Commons at the end of last month took place before an extremely bewildered House, and it is not surprising that it has removed none of the uncertainties that surround the Government's housing policy. Indeed, it may fairly be said that the proposals then outlined by the Minister of Health have added to the confusion in which not only members of Parliament but local authorities and the public generally find themselves. People do not understand why houses are not being built, and they do not understand the extraordinary cost of building. The wildest kind of statements are being made by persons who profess to be experts on the subject, and nobody seems able to solve the puzzle. The strange thing is that the Government itself seems to be as perplexed as everybody else. It looks as though it was in such a state of mind that Dr. Addison was forced into a course of action that can have no other effect than to bring about the complete breakdown of the Government's housing scheme. What are we to say about the new dole to private enterprise, but that it admits the failure of a scheme that would have nothing to do with private enterprise? Further, whatever may be the merits of the Government's original scheme (and we do not deny its merits), there can be no denying that Dr. Addison and other members of the Government held out prospects of progress that have not been realized. We remember, for example, something about the building of 100,000 houses by the end of the present year. If speed in building were the very essence of the Government's scheme, it is certain that the scheme has failed. Dr. Addison has talked about speed and about very little else, and he cannot complain at being taken at his word. Speed is an important factor, and we should be the last to minimize it; but in a matter so vital as housing, with such far-reaching effects upon the present and future generations, speed is but one among many considerations. We think it will be generally agreed, for instance, that in urging local authorities to formulate their demands for houses without making arrangements for securing the supply, a great mistake has been made. Local authorities cannot produce houses themselves; they can only be put in the position to give orders for them. We now find that the people who can supply houses—the builders, to wit—are full up with other work and will not look at the local authorities' orders except at fancy prices, if at all. The local authorities are forced to compete with the new millionaires and with everybody else who wants building done and can afford to pay a stiff price for it. The solution to the puzzle—why houses are not being built—is that rising prices are an effective barrier. And rising prices are an effect of which the cause is partly the operations of trusts and understandings among builders'-merchants, and the manufacturers of building material, and partly that the demand for all classes of building is greater than the present means of production.

THE REMEDY

The remedy is to get rid of the trusts, which have already been condemned by a Government Committee ; but also, and chiefly, to organize production in order to bring prices down. The machinery of building production must be enormously increased. There can be no doubt that the building trade has been for long in a socially unhealthy state. The building of houses before the war, as Lieut.-Col. Royds said in his interesting speech in the House, was done out of the losses made by builders ; that is a vicious system which we do not think is likely to return. Moreover, the position of labour in the trade was notoriously insecure. "Get the job up and sack the men,"—was the practice—a vicious practice that labour will not permit to return. What it comes to is this : not that we want the pre-war method of house-building to be re-established, but that a new method of production must be devised to fit the changed economic conditions. The building trade, one of the most conservative of all our national industries, urgently needs to be brought up to date. The Building Trades Parliament, which is by far the most complete and vigorous of the new Whitley Councils, should be encouraged, and—if need be—forced, to prepare a programme of production that will meet the nation's requirements. If it cannot do that, there is no other way out but that of complete nationalization of house production. It is a fearful alternative ; but not so fearful as to leave housing to the "sporadic, ill-directed and casual" activities of a building industry that cannot respond to the present urgent demand. There is something further that must be done. It will not be sufficient to organize production unless distribution is made subject to a national plan. We not only want houses, and quickly, we want them in the right places. By the right places we mean where they will have the most effect in the national economy. We have had a century in which to learn that haphazard building on a wholesale scale is the certain forerunner of great national evils. It will not do to leave the distribution of houses subject merely to local considerations, and, as our readers know, we have always regarded that as the real weakness of the Government's scheme. The idea in that scheme was to distribute houses wherever they were asked for quickly. That is a ridiculous want of method, and the time has come for it to be superseded by a well-considered plan. The houses must be placed where they will contribute to national efficiency and have a direct effect upon the productivity of industry.

THE GARDEN CITY SOLUTION

It is in this connection that the proposals of the Garden Cities Association for garden city development become of the highest significance. The President of the Board of Trade, speaking on the new Electricity Bill, urged that electricity and transport should be handled together, because of the urgent need to encourage industry to seek new sites. In an article written some months ago, Sir Eric Geddes, the Minister of Transport, visualized "the new factory of the future being built in the country, with its houses round it." He was brought to that vision by realizing the industrial inefficiency and the difficulties of transportation that form part of the problem of the great towns. It is true that Sir Eric Geddes does not quite see the garden city idea. His solution is to scatter single factories and groups of houses along lines of railways outside the towns. But this isolation of factories is neither necessary nor desirable. Decentralization carried to this extreme would mean the end of town life and, therefore, the destruction of civilization. Far from elevating the rural labourer, it would reduce the whole people to his social and cultural level. Grouping the decentralized factories in towns of 25,000 to 50,000 would do all that Sir Eric Geddes wants, and several essential things besides. Especially would it

give the factory worker a healthy civic life, which is as much a necessity as a healthy house. To provide for a proper system of house distribution, and at the same time to organize house building in a general scheme of town development on the garden city principle, is, we believe, the final solution of our housing difficulties. It is the only way to deal with excessive costs and to get a sound economic return on the expenditure involved.

THE NEW BILL

The new Housing Bill has several interesting features, among which the most significant is Clause 9, which provides for the acquisition of land for garden cities. We welcome that clause very heartily. It is a pity that garden cities are made to include such schemes as "garden suburbs" and "garden villages," which have really no relation to them. The tendency, we fear, will be to add to the confusion that already exists on this matter. We think, also, that something more is required to further the development of garden cities than the acquisition of land, important as that undoubtedly is. Under the Housing, etc., Act, 1919 (s. 16), the Ministry of Health have power to initiate housing schemes; we suggest that this power should be extended to include the establishment of garden cities. We are not sure that the limitation of interest, or dividend, or capital, required in an "authorized association" should be fixed at 6 per cent. That limit is reasonable enough in a public utility society, where a secondary interest (such as that of an employer) often exists, and where considerable financial assistance in the shape of loans and subsidy is given by the Government; but in a garden city development scheme there is no such interest, and no financial assistance from the Government is proposed. The Second Garden City Company, for the Welwyn scheme, has found it necessary to fix its limit at 7 per cent.; and new capital will be limited to one and a half per cent. above the current yield of consols at the market price at the date of issue of the capital. We think that something similar to the latter method might be adopted by the Government in the new Bill, for it is exceedingly doubtful if a garden city can be financed at the present day on a 6 per cent. basis. There is much more to be said about this important clause, but we have, unfortunately, no time to say it, or to comment upon other clauses in the Bill, before going to Press.

* * * In the January issue of the GARDEN CITIES AND TOWN PLANNING MAGAZINE it is hoped to effect certain improvements with the object of extending the usefulness of the MAGAZINE, and making it more attractive. The circulation has steadily increased during the past year, and some numbers have been sold out within a few days of publication. The Editor has received promises of important contributions, and an invitation is given to members of the Association and subscribers to the MAGAZINE to submit articles, photographs and plans for publication. Everything submitted will be carefully considered. The title-page and index to Vol. IX will be ready on January 15th, 1920, and can be obtained from the office for three penny stamps.

PUBLIC HALLS FOR HOUSING SCHEMES

BY R. S. BOWERS

The writer of this article has had first-hand experience of the housing schemes at Gretna and elsewhere. The article is reprinted from "Drama," the official organ of the British Drama League, by kind permission of the Editor.

WHETHER a large housing scheme is initiated the communal spirit seems invariably to express itself in the demand for a social centre of some sort, no matter how rudimentary. Further, once this meeting-place—be it club, reading-room, or merely canteen—is provided, it is found to foster the sense of co-operation and legitimate local pride, with the result that various social activities are instituted, and organizations for recreation and

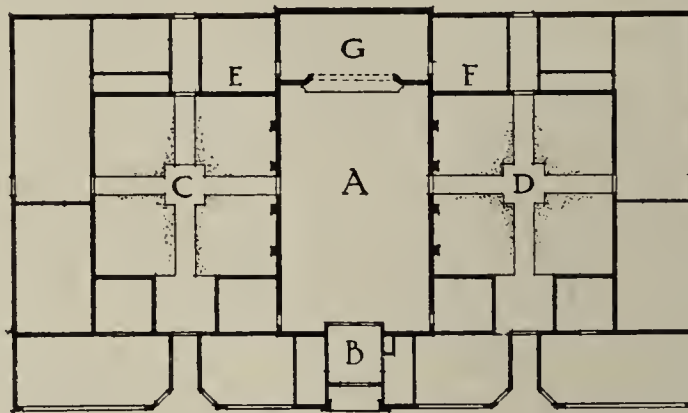


FIG. 1

amusement set on foot. Naturally enough, thoughts are early turned to concerts and sketches, and then, emboldened by a measure of success, to amateur dramatic performances sometimes of no mean order. Such performances awaken considerable interest, both by reason of the actors being personally known and because of the break in the tedium of life, and they are often the means of discovering and developing unsuspected ability. Social centres run on sound lines are, in fact, absolutely essential if a population of any magnitude is to be attracted to a new district.

In the early days a primitive structure, such as a barn, a workshop taken over from the builders, or possibly a Y.M.C.A. hut, must often suffice, and while affording little comfort for either audience or performers, can be made the stepping-stone to a more worthy building.

The next phase will probably be a hall forming part of an institute or club, or very possibly the ubiquitous cinema will serve for occasional use. In the latter case the provision of a permanent stage behind the screen or a temporary one on trestles in front of it will present little difficulty, but the problems of scenery, staging, lighting-effects, and space for dressing are likely to be acutely felt. With a club hall, however, the company should find its lot considerably easier. Such a hall should always be provided with an adequate stage, complete with ample space in the wings, storage for properties, and dressing-rooms and lavatory accommodation for the artists. As the hall will probably be required at times for dances and gymnastics, it may not be practicable to employ a stepped or sloping floor, so that the stage must be well above the auditorium, but at the same time in full view of the front seats, a point needing careful consideration. The stage should be of sufficient depth to permit ready communication between the wings behind the back-cloth. A gallery can be provided, but it will be found that in an average scheme

the cost for extra headroom, special construction, and stairways is out of proportion to the seating gained.

The whole problem in the great majority of cases is to provide a practicable little theatre, which shall at the same time be available for other uses, for it is only an exceptionally large township that can hope to support a theatre pure and simple.

One of the halls built from designs by the author and planned to serve a variety of purposes may perhaps be mentioned at this point. As all such buildings should, it occupies a strategic point in the centre of a new village. Its main feature is, of course, the hall itself (A, Fig. 1), seating about three hundred and having a public entrance at B, flanked by small cloak-rooms. There are side exits for use in case of

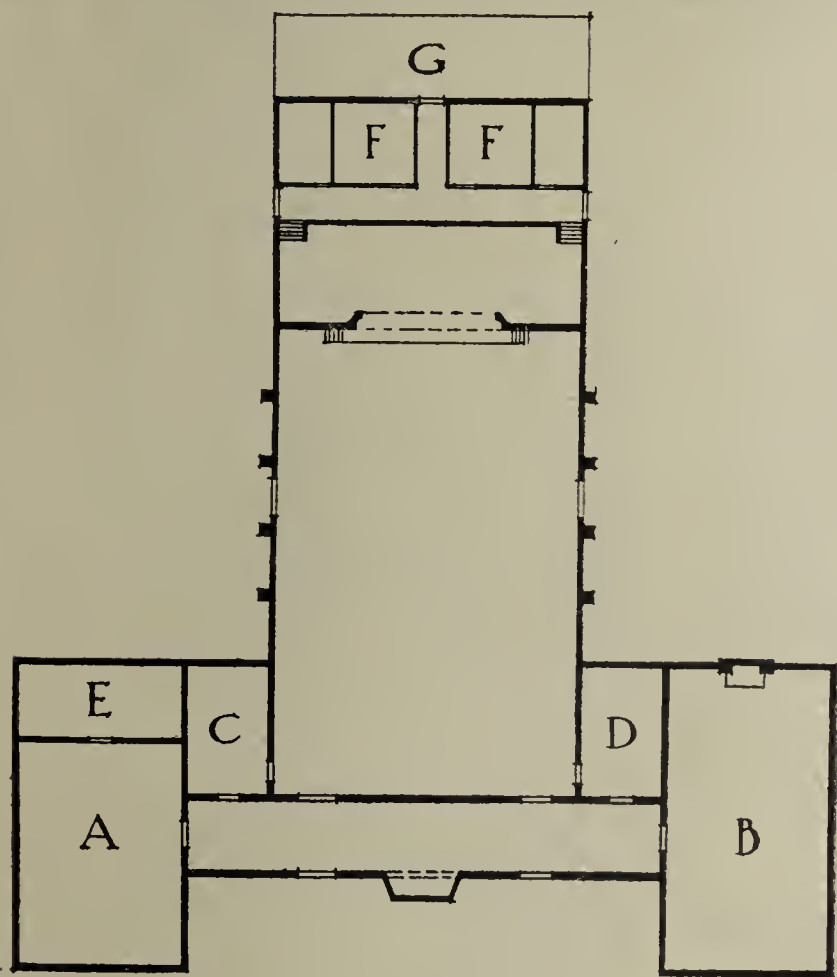


FIG. 2

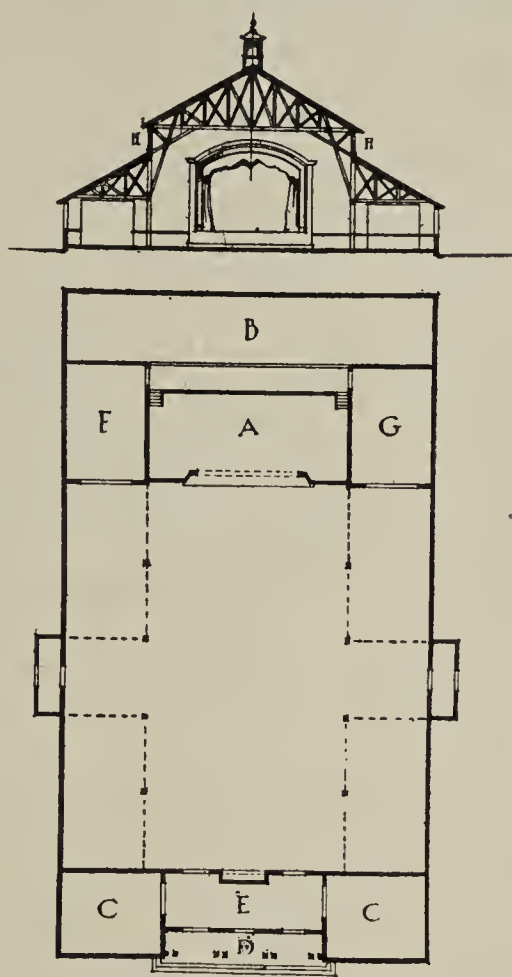
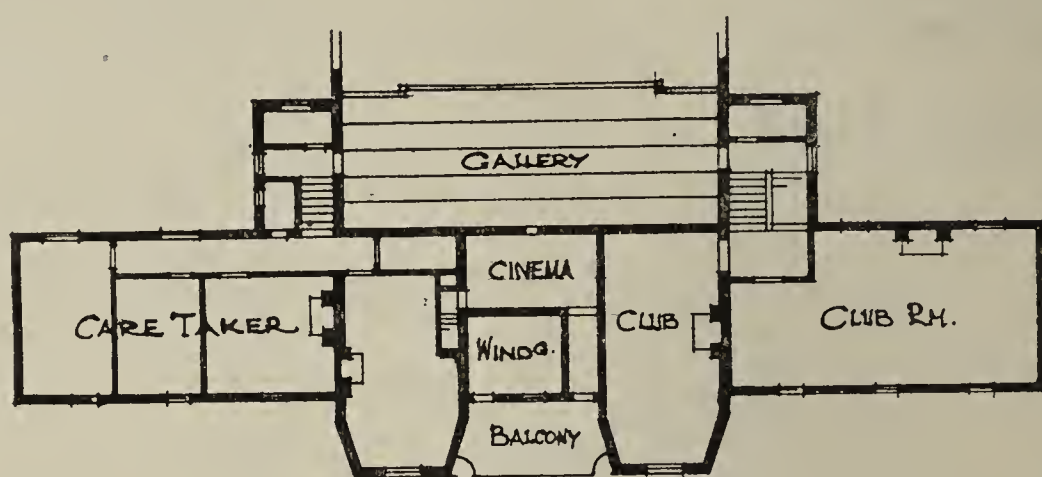


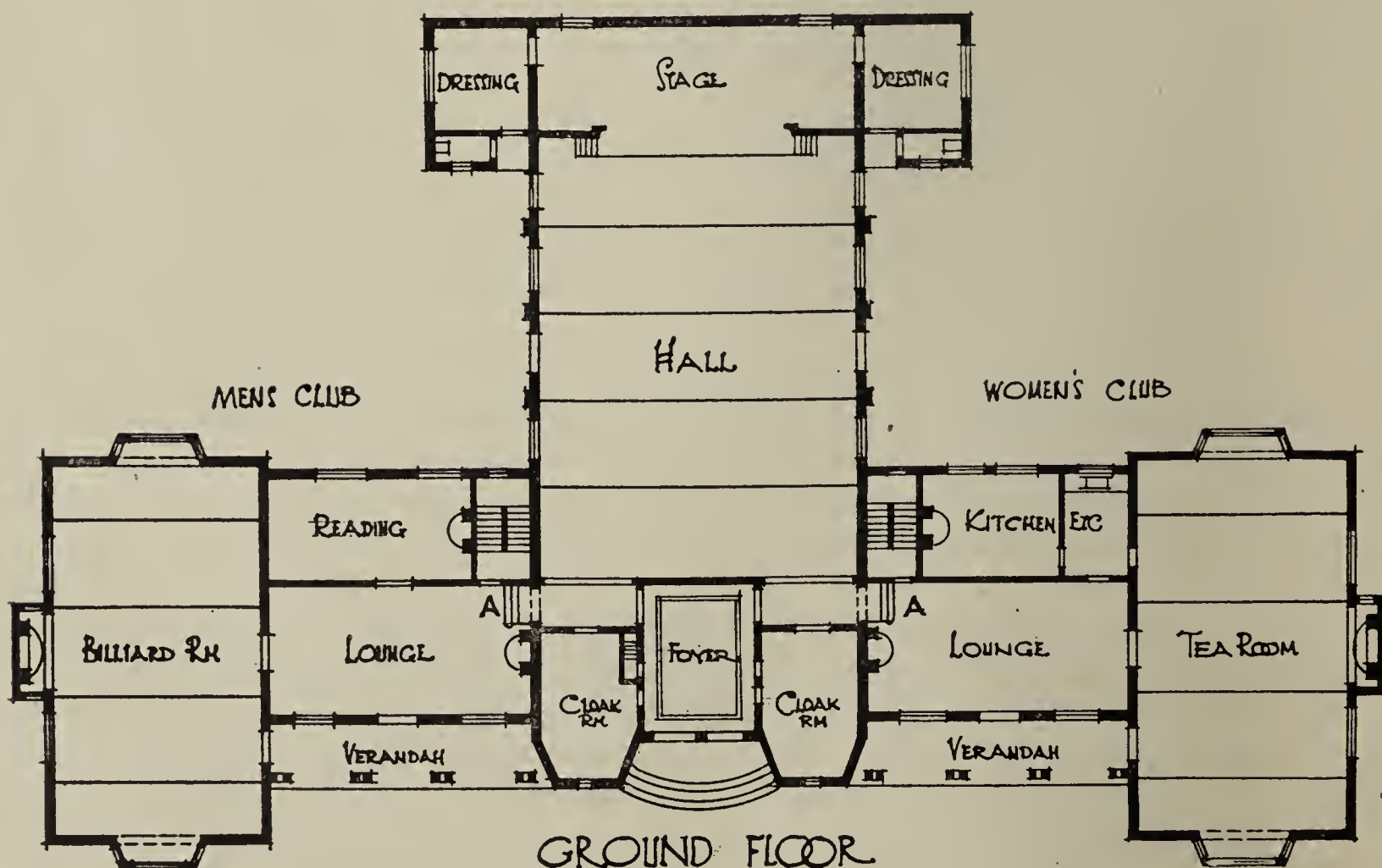
FIG. 3

emergency, leading to small quadrangles laid 'out as formal gardens (C and D). Round these quads. are grouped club-rooms for men and women on their respective sides, the two sections communicating only via their common meeting-ground, the hall. Lavatory accommodation in connection with the clubs is planned at E and F in order to serve when required as retiring rooms for the artists appearing on the stage, G. Along the front are lock-up shops, one of which has been adapted as a bank, while on the first floor of the front block are flats and housekeeper's quarters. Over the central entrance are operating and rewinding rooms for cinematograph shows, communicating direct with a balcony, this latter being introduced as a feature of the elevation and at the same time providing a ready means of escape should the films ignite. The rooms in question are, of course, fitted with self-closing fire-resisting doors.

Another club, this time with a large hall, was built on the lines of Fig. 2. The hall seats about six hundred and is approached via a long foyer which serves to link it up with large club-rooms at A and B. A box-office is provided in the central bay, cloakrooms, etc., are contrived at C and D, and a kitchen for teas, etc., at E. The wings are large enough for a fair amount of storage, which is supplemented by access-doors to the space below the stage, behind which, at F, are dressing-rooms, etc., the latter in this case serving also for use in connection with a small pavilion, G, overlooking a recreation ground beyond.



FIRST FLOOR



GROUND FLOOR

FIG. 4

In a third case, where on occasion a hall to seat about eleven hundred was required, the place was planned in such a manner that practically the whole of the club accommodation could be thrown into the main hall. The plan was as in Fig. 3, where A indicates the stage ; B, dressing-rooms ; C, C, the cloakrooms ; D, a porch ; and E, a foyer. A billiard-room occurs at F, while at G there is a kitchen serving a small buffet, the latter being a popular feature in most cases. A sketch section through the building is given and shows an arrangement similar to that of a Gothic church with a central nave and low aisles, thus providing lighting and cross-ventilation at H H. In the aisles four club-rooms were provided, as indicated by the dotted lines on the plan, but the necessary partitions were contrived of glazed panelled framing arranged to fold concertina-fashion into a small compass flat against the walls, thus enabling a hall of a maximum size of 90 feet by 80 feet to be used when necessary. Such an arrangement has the great advantage of making the size of the hall, as it were, elastic and easily adjustable in proportion to the size of the expected audience.

A scheme in which the club element plays a less subordinate part is shown in Fig. 4. Here the hall is flanked on the front by club premises and has an arrangement for cinema shows similar to that described in the first example. Owing to the use in this rather exceptional case of a sloping floor, steps-up were necessitated at A A, although wherever possible advantage should be taken of any slope in the surface of the site to avoid this in the interests of both convenience and economy.

Among other points in connection with these halls the lighting should not be overlooked. This is a question which needs an article to itself ; but if footlights are decided on, bearing in mind the varied uses to which the stage is liable, these are best provided in a sunk channel, having a hinged cover painted white on the underside to serve as a reflector when raised. Stage lighting, as a whole, should be liberal and must, of course, be controlled from the wings, and it is vital that even electric lights be absolutely precluded from contact with inflammable material.

The question of scenery will depend in most cases upon local taste and artists. The present writer is in favour of very simple conventional settings, although these call for very considerable artistry if they are to be strikingly successful. At the same time a simple arrangement of drapery is to be preferred a thousand times to the uninstructed attempts at scenic painting which sometimes distract's one's attention from a creditable performance. If the ordinary form of scenery is to be used it should convey some degree of illusion and atmosphere ; otherwise it were better to aim at the masterly conventions of Granville Barker's " Twelfth Night," or just to rest content with the simplicity of Shakespeare's day, even to the extent, if need be, of emulating friend Bottom's staging of " Pyramis and Thisbe."

Supposing scenery to be used, elaborate set-pieces are best avoided, as they are difficult to handle without flies, which latter are rather too much for an amateur company to tackle. A good back-cloth is fairly easily set and changed, and with two sets of wings should meet most requirements, especially if used in conjunction with a well-draped curtain, this being usually preferable to a painted drop.

A light framework bolted together to form a box-scene, with practicable doors, will be useful, especially when the stage is to be used in part for musical items. Accommodation must also be considered for the orchestra, which if necessary, owing to the size of the hall or the low altitude of the stage, can be placed at one side. A sunk orchestra can hardly be provided in an average recreation hall.

The decoration of the hall is essentially a matter for individual taste. It should be restrained and restful, and if in tones of green or grey will be economical in upkeep. Here there is plenty of scope for local skill in the execution of painted panels or stencilled ornaments, but where the work is carried out by various craftsmen it

should be controlled and co-ordinated by the most experienced of their number, or the result may prove disastrous. Ample daylight should be admitted to keep the hall healthy, and a degree of heating and very efficient ventilation are essential.

The important question of acoustics must not be overlooked. In order to avoid trouble on this score the sides of the proscenium should slope outwards on plan, the stage project a little in advance of the proscenium, and the hall be considerably longer than wide. The roof also should be ceiled or boarded rather than open to the rafters. (Incidentally it may be mentioned that, while a flat ceiling is likely to appear uninteresting, nothing looks better than one having a bold segmental curve with which the proscenium arch can very suitably be concentric.)

Externally the hall should be semi-domestic in character, rather than ape the cheap and evanescent splendours of the average cinema or small theatre. Local materials should be utilized in a simple, well-proportioned design built up on the requirements of the plan adopted. A good turret may suitably be incorporated to give the requisite degree of emphasis to the structure. A moderate amount of sheltered space for the early comers is desirable and panels should be incorporated in the design for the receptions of posters and other announcements, which are otherwise prone to be allowed to become a disfigurement to the building. The possibility of giving al fresco displays in an adjoining formal garden should not be overlooked, and finally the usual precautions against panic and fire should be scrupulously observed.

HOUSING IN SOUTH WEST HAM

By H. A. MESS

Mansfield House University Settlement, Canning Town.

THE County Borough of West Ham is one of the mushroom towns which sprang up immediately outside the borders of London during the nineteenth century.* Its population in 1801 was 6,485 ; in 1851 it was 18,817 ; and in 1911 it was 289,030.

In South West Ham the increase of population was undoubtedly largely due to the building of new docks and the consequent attraction of other industries to the neighbourhood.

Large numbers of houses were erected between 1855, when the Victoria Dock was opened, and 1880, when the Albert Dock was opened. They are for the most part badly built and extremely ugly. Many of them are owned by small people who find it difficult to pay their rates and taxes and to keep the houses in repair. It is not uncommon to find houses untenanted and falling into ruin because the landlord cannot afford to carry out the Borough Council's requirements. The difficulty of obtaining labour during the war has further increased the dilapidation, which in many streets is now unspeakable. It is difficult to bring pressure to bear upon landlords to put their houses in proper repair, because the medical officer of health and other officials are well aware that other accommodation does not exist at present. If such accommodation were provided, a great deal might be effected by a sustained agitation in regard to the condition of the houses, and probably many would be condemned, and the way prepared for a wholesale clearance. There are other streets in tolerable repair, and about which the chief complaint is their monotony and dreariness. There is one good feature to be noticed about West Ham houses, and that is that few streets are less than forty feet wide. The yards, however, are deplorably small and in very few cases are there forecourts, and in the worst instances it is as much as three-quarters of a mile to the nearest open space, a

* A very full account of the development of South West Ham will be found in *West Ham*, by E. G. Howarth and Mona Wilson (J. M. Dent, 1907 ; 5s. net).

distance prohibitive to small children, especially as the route lies through a tangle of back streets. The question of providing further housing accommodation cannot be settled by West Ham alone, as practically the whole of the land in the borough is built on. There is, it is true, a considerable amount of vacant land between the Northern Outfall Sewer and the docks, but as it is of a marshy character it is not desirable that it should be used for housing. Any further accommodation must, therefore, be found outside the borough.



**A Picture from the Association's "Thames-side" Cinematograph Film :
A Street in Tidal Basin.**

The tables at the end of this article will give an idea of housing conditions and show the extent of overcrowding in West Ham.

Much friction results when two or more families live in a house built to meet the requirements of one family only. In some parts of West Ham there are large areas of respectable villas, so that the overcrowding figure for South West Ham, i.e., Canning Town, Tidal Basin, Custom House and Silvertown, would certainly be much worse.

Since August, 1914, overcrowding has very largely increased, partly owing to the fact that in the early part of the war many families were in receipt of larger incomes than before, and wished to take an extra room or two, and partly because a large number of munition workers came into the district. There has been no building during the war, and in West Ham, as elsewhere, the shortage of accommodation is notorious. It is impossible to obtain a house, and rents would certainly rise enormously if it were not for the operation of the Increase of Rents Act.

The greater part of the population of South West Ham works at the docks, ship-building yards, and at the numerous Silvertown factories (indiarubber, sugar refineries, chemical manure, confectionery, cable works, margarine, etc.). Of recent years the better-paid section of the population has tended to move out to East Ham

and Leyton, leaving the general labourer and the casual labourer behind. In 1911, one in nine of the population of East Ham and one in eleven of the population of Leyton had been born in West Ham.

When considering the effect on employment of the opening of the new docks, it should be remembered that many dock workers come from other districts: in large numbers from neighbouring boroughs and in smaller numbers from King's Cross, Walthamstow, Hoxton, and even Croydon. A large number of men follow the



Another picture from the "Thames-side" Film: Held up at a Railway Crossing at Silvertown. More than 5,000 workers are constantly held up by these and other crossings.

foreman from one dock to another. It is therefore not certain that those who work at the new docks will, in the first case at least, be resident in the neighbourhood; but the docks may be expected gradually to attract a new population, for whom some provision must be made.

A large section of the population of South West Ham is really not capable in peace time, or at least was not capable in the years before the war, of paying an economic rent, especially in view of the fact that good building is expensive on marshy soil.

Facilities of access to Silvertown badly need to be considered and improved. This important district, containing many large factories and also a residential population, is squeezed in between the docks and the river, and the routes to it by road are wholly insufficient. Much time is wasted by men and women on their way to and from work, owing to the number of level crossings and swing-bridges to be passed over, and the loss and inconvenience to the Silvertown manufacturers must be very great. These manufacturers would probably support heartily any attempt to get better access by road to other parts of London. The building of the new dock will presumably increase their difficulties. These manufacturers are an example, so far as

the bulk of them are concerned, of industries that would gain enormously by being transferred right out of London into new areas outside.

Any additional facilities of transit provided would help also to lessen the irregularity of employment at the docks which is aggravated by defective communications, and consequent lack of mobility. New road and rail communications, both with Essex and with Poplar, Millwall, Wapping, and other riverside areas in London, are badly needed, and would contribute to the solution of other problems beside the housing problem.

TABLE I
Homes of Four Rooms or less in West Ham

Size of Home.	1891		1901		1911	
	Number of Persons.	Percentage of Population.	Number of Persons.	Percentage of Population.	Number of Persons.	Percentage of Population.
One Room	4,434	2.16	5,209	1.95	6,325	2.19
Two Rooms	12,866	6.28	17,504	6.54	17,767	6.15
Three Rooms	34,605	16.89	47,477	17.76	79,080	27.36
Four Rooms	45,032	21.98	59,931	22.42	74,256	25.69
More than Four Rooms..	107,966	52.69	137,237	51.33	111,602	38.61

TABLE II
Overcrowding in Tenements of less than Five Rooms, i.e., more than two persons to a room

	1891	1901	1911
Number of Tenements	2,839	3,658	5,553
Number of Persons	19,120	24,790	40,308
Percentage of Population.. ..	9.33	9.27	13.95

Forthcoming Conferences

IN connection with the *Daily Mail* Ideal Home Exhibition at the Olympia, London, in February next, the proprietors have kindly placed the Conference Room at the disposal of the Garden Cities and Town Planning Association for the holding of Conferences. In addition to the International Conference which is announced elsewhere, the following Conferences are being arranged by the Association.

February 9th.—London and the Home Counties Conference. The Establishment of Satellite towns for Greater London. There will be a morning session at 10.30, and an afternoon session at 3.

February 10th.—Conference of Women's Organizations.—Morning session 10.30. The Planning of the Home. Labour-saving devices and fittings. Afternoon session 3 p.m. Central Heating. Communal arrangements.

February 11th.—3 p.m.—Annual meeting of the Garden Cities and Town Planning Association.

February 14th.—A Conference of Public Utility Societies.

Full particulars of the above Conferences may be had from the Organizing Secretary at the Office, 3, Gray's Inn Place, W.C.1.

PUBLIC UTILITY SOCIETIES

A CONFERENCE AND A DEPUTATION TO THE MINISTER OF HEALTH

A CONFERENCE of the representatives of the Public Utility Societies affiliated to the Garden Cities and Town Planning Association, was held at the Whitechapel Art Gallery on Friday, November 14th, 1919, at 2.30 p.m. Forty delegates were present, and Mr. E. F. C. Mosse, of the Ministry of Health, attended and answered a number of questions. Capt. Reiss presided.

Mr. C. B. Purdom reported on the societies recently registered. He said that a large number of applications had been received by the Garden Cities and Town Planning Association from people anxious to form Public Utility Societies. The model rules issued by the Association were revised in May last, to comply with the proposed new regulations, and the rules were approved by the Ministry of Health and the Registrar of Friendly Societies. 1,200 copies of these rules had been disposed of to individual inquirers up to the end of October. Forty-two societies had been registered on the rules, which was almost the whole of the new societies that had been registered. There was no doubt that there was an enormous amount of individual enterprise and initiative which could be made use of in getting houses built through these societies if the financial assistance by the Government were improved. Mr. Purdom reported that very few societies were proceeding with their schemes, and those societies that were building were doing so because of special local conditions.

The Conference discussed the question of making new proposals to the Government for improving the terms of financial assistance, and on the motion of Major W. R. Hoare, seconded by Mr. Barker, of Manchester, it was unanimously resolved :

That the Government be asked to guarantee a rate of interest of 4 per cent. upon private capital subscribed to Public Utility Societies for housing purposes for a term of seven years ; this guarantee to be over and above the present subsidy.

A further resolution was moved by Capt. R. L. Reiss :

That this Conference strongly protests against the breach in the written pledge made by the Ministry of Health in the circular of March 24th, 1919, to the effect that the rate of interest for loans to Public Utility Societies would be the same as to local authorities, and urges the Minister of Health to fulfil the pledge made by his Department.*

The sale of houses by societies to their members was considered, and it was thought desirable that if sales were permitted societies should be required to retain the freehold of the land.

The difficulties that arose in connection with the submission of schemes were considered, and complaints from various societies were gone into and questions were answered by Mr. E. F. C. Mosse. The difficulties with the Building Materials Supply Department and with the Public Works Loan Board were also discussed.

A further Conference will be held at the Olympia on February 14th, 1920, and societies wishing to bring matters before that Conference should communicate with the Secretary of the Association, 3, Gray's Inn Place, W.C.1, without delay.

* Following the passing of this resolution a question on the subject in the House of Commons was put to Dr. Addison by Lt.-Col. Assheton Pownall, M.P., the reply to which was that " arrangements have now been made under which the same rate of interest will be charged . . . to public utility societies as is charged to local authorities. This rate is now 6 per cent."

THE DEPUTATION TO THE MINISTRY OF HEALTH.

Dr. Addison, the Minister of Health, received a deputation representing the Federation of British Industries, the Garden Cities and Town Planning Association, and others, at the Ministry of Health on Thursday, November 27th, at 4.30 p.m. Capt. R. L. Reiss, Lord Henry Bentinck, M.P., Mr. C. B. Purdom, Major W. R. Hoare, and Mr. E. G. Culpin represented the Garden Cities and Town Planning Association.

Sir Algernon Firth, representing the Federation of British Industries, presented the following Memorandum, stating that it had been prepared by a Committee of the Federation, and that the Garden Cities and Town Planning Association had been consulted in its preparation :

The General Position.

Despite all the agitation and propaganda and the elaborate machinery set up by the Government, the present rate of progress is not satisfactory. It is clear that the maximum activity of Local Authorities will not meet the demand, and emphasis is given to the necessity for encouraging every possible agency for the provision of good houses.

Public Utility Societies.

After the interview of October 4th, 1918, in which the President of the Local Government Board (then Mr. Hayes Fisher) promised that Public Utility Societies should be given equally favourable terms with Local Authorities, a large number of such societies were formed, and it seemed probable that a considerable amount of Housing would be done by this means. The publication of terms under the Act of 1919, however, damped this enthusiasm, which had its root in a genuine desire for social welfare, and despite the announcements from time to time made in Parliament of the number of societies who were content with the terms and would accept them, few have proceeded with their schemes. The Committee understand that although some fifty societies have been registered this year in addition to those existing before the war, very few are building.

Many manufacturers anxious to provide better living conditions for their employees have not felt it possible to go on because of the uncertainty of the position, but it is felt that if any definite encouragement can be given, there are still considerable hopes of their proceeding with Housing as part of their welfare schemes. Further, there is evidence that groups of workpeople and co-operative societies would be willing to proceed if favourable terms were offered. At present there is no security that they will even get their money back if they put it into such a society, much less is there hope of any return upon it.

Co-operation.

One of the chief arguments for Public Utility Societies put forward in the Reports of the Joint Committee of the F.B.I. and the National Alliance of Employers and Employed, and referred to with approval in Government circulars and pamphlets, is that the co-operative nature of these societies introduces a feeling of common interest between employers and their workpeople and enables them to combine in the solution of the problem.

If this object is to be achieved it is essential that the tenants should all be shareholders and have a definite share in the management of the society. It is, however, impossible to secure co-operation if no dividend on capital is provided for. It is not reasonable to ask tenants to invest their savings in a Housing scheme if they are to get no return in the way of interest, and have practically no security for the value of their shares, which have no market.

Terms to Public Utility Societies.

The official answer to the complaint that Public Utility Societies are not treated on an equality with Local Authorities is that the 30 per cent. subsidy is in effect equal to the allowance made to Local Authorities in subsidizing them to the amount of the expense beyond the produce of a penny rate. It is difficult to understand the basis for this figure, as everything depends upon the number of houses built, the rateable value of the district, etc.

Rate of Interest.

Throughout all negotiations between representatives of Public Utility Societies and the Local Government Board, the rate of interest was always mentioned as $5\frac{1}{2}$ per cent., and this figure was actually used in the Government Magazine *Housing* in an article explaining the working of a Society. At the end of August, however, the Lords Commissioners of the Treasury, without any notice or consultation, announced that although $5\frac{1}{2}$ per cent. was to be charged on loans to local authorities, the rate on loans for fifty years to Public Utility Societies was to be $5\frac{3}{4}$ per cent. Although it is understood that this differentiation is now abolished, these changes of understood conditions have caused unrest and dissatisfaction, and have probably contributed largely to the abandonment of many societies' schemes.

Post-War level of Rents.

Presumably it must be taken for granted that the basis now established must in essence be maintained, but it is suggested that as the Local Authorities are secured by the penny rate guarantee, terms should

be proposed which would give some corresponding security to the money invested in Public Utility Societies.

The amount of return upon Capital invested in these societies depends largely upon the rents which can be charged, and it is urged that definite pronouncements should be made on this subject. It is stated that an economic rent based on the normal level of prices which will be reached in 1927 is to be aimed at, but what is to be the basis in the meantime?

If the Public Utility Society charges such a rent as will return it a reasonable rate upon private capital, after calculating the annual subsidy, the Society must be assured that a Local Authority in the area shall not, because of the penny rate limit, be able to charge a lower rent; or if the lower rent is decided upon, the State must make up the difference to the Society.

As it appears that the rents to be charged by Local Authorities during the seven year period are not to be placed on an economic footing, but will initially have reference to prevailing rents, it is clear that Public Utility Societies, even with a 30 per cent. subsidy will be unable to pay their way.

If it were possible to ensure that private capital invested in Public Utility Societies should receive some nominal return—say 4 per cent.—until such time as rents are allowed to rise to their proper post-war economic level, it is probable that many manufacturers would be willing to accept as a reasonable risk whatever may happen at the end of that period. Under such an arrangement the Government would still be saving at least 2 per cent. which would have to be paid on this money if the houses were built by Local Authorities, in addition to the fact that a Public Utility Society finds at least one-fourth of the total cost of the houses and relieves the Exchequer to that extent.

It must not be overlooked that if prices fall very substantially by the end of the seven year period, Public Utility Societies may be in a very difficult position. If, for example, prices were to fall 50 per cent., Local Authorities would base their rents upon 50 per cent. of to-day's costs, while Public Utility Societies would have to get a return upon 70 per cent. Taking to-day's price as £800 a house, this would mean that in 1927, the Local Authority would base its figure upon £400 while the Public Utility Society would have to earn dividends upon £560.

The whole position must depend on the Government's policy regarding the action to be taken on the expiration of the Rents Restriction Act, and an immediate pronouncement on this question is urgently required. This will have a definite bearing upon the whole position. It is not to be expected that of two men working side by side, one will be prepared to pay, say, 12s. to 15s. rent, while the other pays say 6s. 6d. And if rents are to be raised generally, it is desirable to know as early as possible what conditions, if any, are to be imposed.

In addition to the higher rents, the question of rates should be considered, and some uniformity of practice agreed upon. It does not seem equitable that because they are being built at this abnormal period, workmen's cottages shall be subject to the ordinary rules of assessment, which would result in their being rated at a higher figure than many middle-class villas in their neighbourhood. This practice accentuates the present inequalities.

Purchase of Houses by Tenants.

The Committee are of opinion that every assistance should be afforded to working-class tenants who desire to purchase their own houses. The Ministry of Health have already been urged, especially by the National Alliance of Employers and Employed, to make provision for enabling the tenants to purchase their houses through the medium of Public Utility Societies. It is understood that such provision is contemplated by the Government, and it is felt that the publication of these facilities at once would greatly stimulate activity in building.

Various members of the deputation dealt with points raised in the Memorandum.

Dr. Addison in reply said that he wanted the utmost help from Public Utility Societies that the Societies were prepared to give. He was in full sympathy with the objects of the Societies, and appreciated the difficulties with which they were faced. He would do his best to see that those difficulties were reduced and that further assistance was given to the Societies in order to bring their work into full operation. Immediate consideration would be given to the suggestions contained in the memorandum. He asked for particulars of Societies to whom money was due and where no money had been received from the Public Works Loan Board, and promised to get that difficulty removed at once.

THE NEW TERMS OF FINANCIAL ASSISTANCE

The new Housing Amendment Bill provides for the subsidy to Public Utility Societies to be increased from 30 to 50 per cent. until 1927. This means that a cottage costing £800 inclusive can be let at a rent of 10s. per week, excluding rates, to show a return of $3\frac{1}{2}$ per cent. upon the private capital involved.

WHAT IS BEING DONE

1) *By the Government.*

The chief matter of interest is the introduction by Dr. Addison, on December 4th, of the Housing (Additional Powers) Bill. (Copies may be obtained from the office of the Association, 3d. post free.) The object of the Bill is "To make further provision for the better housing of the people, to authorize the acquisition of land for the development of garden cities, or for the purposes of town planning schemes, and to make further provision with respect to the borrowing powers of the public authorities and bodies and with respect to the securities issued by them." The Bill enables the Minister of Health to make grants to any persons or bodies constructing houses for the working classes, within twelve months of its becoming law. The terms of the grants are to be under the control of the Minister, and the aggregate amount of the grants is not to exceed fifteen million pounds. This will give effect to the proposal of the Government to subsidize the private builder to the extent of £160 a house. The terms of financial assistance to public utility societies are revised under the Bill, the rate of subsidy being increased from 30 to 50 per cent. of the total loan charges during the period ending on March 31st, 1927. Local authorities are given power to arrest "luxury" building, and power is given to local authorities to prohibit the demolition of dwelling houses. An important clause is that which enables the Ministry to acquire land either by compulsion or agreement for the establishment of a garden city by any local authority (including a county council) or an "authorized association." An authorized association is defined as "any society, company or body of persons approved by the Minister whose objects include the promotion, formation, or management of garden cities (including garden suburbs, and garden villages), and the erection, improvement or management of buildings for the working classes and others, which does not trade for profit or whose constitution forbids payment of any interest or dividend at a larger rate than 6 per cent. per annum." Finally, the Bill authorizes local authorities to finance their housing schemes by the issue of "local bonds" on the lines suggested by the Treasury Committee on Housing Finance, whose report appeared the day before the Bill was introduced (*Interim Report of the Treasury Committee on Housing Finance*. Cd. 444, 3d. post free).

Arrangements have been made under which persons building houses for the working classes will be enabled, under certain conditions, to obtain building materials through the Director of Building Materials Supply who is already supplying materials required for State-aided schemes. It will be a condition of the contract of sale that the purchaser enters into a written undertaking to use the materials forthwith for the sole purpose of erecting or improving houses for the working classes. Application for the purchase of these building materials should be made to the Director of Building Materials Supply, Ministry of Munitions, Caxton House, Tothill Street, Westminster, S.W.1. It is anticipated that the above arrangements will enable builders to effect a saving of 5 per cent. on their materials.

A circular has been issued to local authorities containing the recommendations made by a Sub-Committee of the Housing Advisory Council and adopted by the Minister of Health, relating to the subjects upon which women may usefully give advice to local authorities in connection with their housing schemes and the means by which the local authority can best obtain that advice. The public exhibition of plans is recommended, also the co-option of women upon housing committees, and the formation of Women's Advisory Councils.

A circular has been issued upon the new methods of construction approved by the

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Ministry, giving the name of the firm, the approximate price per house, the period allowed for loan, the time of erection and other information (Cd. 426, price 2d. post free).

The average cost of 6,793 houses, tenders for which have been approved, is £715; of which the average non-parlour cottage cost £654 and the parlour cottage £778 (*Housing*, November 24th, 1919).

A Manual on Unfit Houses and Unhealthy Areas (vol. 1; *Policy and Practice*, 1s. 3d. post free), has been issued, and forwarded to all local authorities. The second volume, to be issued shortly, will set out the law and regulations on these subjects. The present volume, in addition to indicating the general policy which should be followed by local authorities, deals with such matters as the standards to be adopted, what areas may be dealt with as slum areas, in what manner they should be treated, the use to be made of cleared sites, the kind of rehousing to be provided, the financial assistance which may be received and the management of property. Plans are given of a number of tenement dwellings and also plans illustrating the clearance and replanning of slum areas. This interesting Manual will be noticed at length in the next issue of the MAGAZINE.

Under a Treasury Minute dated November 21st, 1919, the rate of interest to be charged on sums advanced out of the Local Loans Fund for housing purposes is as follows :

	Rate of Interest.
(a) Loans in respect of subsidized Housing Schemes :	
(1) Loans to Local Authorities secured on Local Rates.	
Any period	6 per cent.
(2) Loans to Public Utility Societies as defined by the Housing Acts, 1919, limiting their profits to 6 per cent. per annum (subject to income tax)—	
Not exceeding 50 years	6 per cent.
provided always that for the present there shall be included in the mortgage in respect of any loan in respect of a subsidized scheme, a condition that the above rates are provisional only, and may be revised when permanent rates can be fixed, such revised rates to run from the commencement of the loan.	
(b) Loans in respect of schemes <i>not receiving subsidy</i> under the Housing Acts :	
(1) To Companies and Private Persons limiting their profits to 6 per cent. per annum (subject to income tax)—	
Not exceeding thirty years	6 per cent.
Not exceeding forty years	6½ per cent.
(2) To Companies and Private Persons not so limiting their profits to 6 per cent. (subject to income tax)—	
Not exceeding thirty years	6½ per cent.
Not exceeding forty years	6¾ per cent.

(2) By Local Authorities.

The total number of schemes submitted to the Ministry of Health up to November 29 was 7,150 (many authorities submit more than one scheme, it should be remembered). Site schemes numbering 2,664, representing an area of approximately 25,915 acres, had been approved up to that date; 974 lay-out schemes had been approved, and 877 house-plan schemes representing 53,268 houses; tenders for 11,668 houses had also been approved.

(3) By Public Utility Societies.

The number of schemes submitted by public utility societies up to November 29, 1919, according to the statement in the official journal, *Housing*, was 79 for an area of 2,389 acres. Of these 25 schemes had been approved, and out of that number 23 lay-outs and 24 house-plan schemes had been approved, as well as tenders for 480 houses.

The Whitechapel Exhibition

THE Housing and Town Planning Exhibition which was held at the Whitechapel Art Gallery during November, was the most important of its kind for which the Association has been responsible. For its size alone, containing as it did over 500 plans, photographs, diagrams, and models, it was noteworthy. The thanks of the Association are due to those who lent plans, etc., and whose co-operation helped to make the Exhibition so great a success. Over 50,000 people visited the Gallery, many of whom came from distant parts of the country. Although the greater number of these were members of the general public, a large number of architects, surveyors and municipal officials attended. Architectural students, candidates for sanitary inspectorships, students in technical institutes, municipal councillors, builders, members of Public Utility Societies, social workers, the older scholars of certain L.C.C. schools, and foreign and colonial visitors also attended in good numbers.

The Exhibition was arranged in sections in such a manner that visitors could choose those in which they were particularly interested, or could inspect different sections on different days. A series of diagrams were specially prepared in order to make the Exhibition easily understood.

A conducted tour of the Exhibition, under Mr. H. Chapman, was made at 3 p.m. daily, except on Saturdays and Sundays, when the Gallery was too full to allow of it. Nearly 1,000 people took part in these tours, the great majority of whom were serious students of the subject. Technical institutes and women's organizations arranged parties, and several municipal officials arranged for members of their Housing Committees to attend. The sections that aroused most interest were undoubtedly those dealing with the growth of London, Thames Side Development, the Garden City Principle, and the Civic Survey. This is not to say that the other sections did not create much interest; they did, but the keen interest in these particular subjects was marked, and it was noticeable how much the interest in town and regional planning was developing. The plans and photographs of Gretna and East Riggs also attracted much attention, and many questions were asked about the future of these two war schemes.

A series of lectures dealing with the Housing and Town Planning problems of Greater London, was given in the Upper Gallery during the Exhibition by Mr. W. R. Davidge, Prof. S. D. Adshead, Mr. H. R. Aldridge, Mr. G. D. H. Cole, Capt. R. L. Reiss and Miss E. Waley. Although the audiences were not large, they were important and influential, and were keenly appreciative of the valuable matter contained in the lectures.

The Exhibition has been transferred in its entirety (with the exception of the models) to Paris, where it is to be exhibited until the end of January by the Office Public des Habitations à Bon Marché du Department de la Seine. On its return it is proposed to arrange further exhibitions in the provinces and in a central part of London.

Letchworth Housing

THE Letchworth Urban District Council have asked the Ministry of Health for 2,640 houses to meet the needs of the town. The Medical Officer of Health has submitted the following Memorandum on the subject:

In support of the Council's Survey of Housing Needs, I beg leave to submit the following considerations to the Ministry. The estimate for 2,640 houses is by no means too large, and in view of the serious shortage of houses in the County and the urgent need for building so as to get the best possible return to the State in health, economy of lives, and vigorous work, I contend with all deference to the Ministry, that active

steps should be taken to complete the building of this town at the earliest possible moment. The main reasons are as follows: (1) This town is so planned that industry can be carried on under the best possible conditions for the workers. (2) Many men who have returned from the war, and many industrial workers, if not exactly disabled have yet been so affected by the war that they are no longer fitted for factory life as carried on under pre-war conditions in our large towns. (3) Many disabled men cannot travel long distances to their work, and require good hygienic living conditions and comparative quiet in their home life. (4) Disabled men do not want to be isolated, but to live an ordinary life among their fellows, such as this town can give them. (5) The combination of town and country which is supplied in Letchworth contributes to the well-being of town life and the interest and prosperity of agricultural life.

Progress of Letchworth

The following is the Report of the Directors of First Garden City Ltd., submitted to the Sixteenth Ordinary General Meeting, held on Thursday, December 11th, 1919.

THE Directors beg to submit herewith the Audited Accounts of the Company for the year ending September 30th, 1919. The total net profit, as shown by the General Revenue and Expenditure Account, is £5,154 14s. 2d., which, with the sum of £25,696 13s. 7d. brought forward from the previous year, after payment of the 2½ per cent. dividend declared at the last Annual General Meeting, and Directors' fees, makes a balance of £30,851 7s. 9d. to the credit of this Account. The Directors have pleasure in recommending the payment of a dividend of 2½ per cent., which will absorb £4,823 11s. 9d., leaving a balance of £26,027 16s. to be carried forward. A resolution to that effect will be moved at the Annual General Meeting.

The Ground Rents created during the year ending September 30th, 1919, amounted to £768 1s. 1d., making a total of £8,951 0s. 4d. created since the commencement of the Company. The area of land leased was 24½ acres, of which 18 acres 3 roods was for industrial purposes. During the past six months, there has been a welcome return of the ordinary business of the Company, and there are signs that this is being continued and increased, as the country becomes more settled after the upheaval caused by the War. In the year under revision, the ground rents created exceeded the ground rents created in any previous year since the formation of the Company, with the exception of 1905 and 1907 (Cottage Exhibition years).

In April last, the first Urban Council for Letchworth was elected, and at once commenced to deal with the many important matters connected with a growing Town.

In the last Report it was stated that the Directors had approached the Local Authority as to the formation of County Council Secondary Schools for boys and girls in Letchworth. As a result of the able way in which the matter was dealt with by the Letchworth Urban District Council, the Directors are pleased to report that the Hertfordshire County Council have decided to erect Secondary Schools for boys and girls in Letchworth. They also desire to state that a large private Secondary School is now being built on Broadway.

It has always been a difficult matter to arrive at the actual population of Letchworth, but from statistics available, it is now estimated, after the departure of the Belgians, at 10,000.

The health of the Town continues to be very good. The death-rate for 1918 was 10 per 1,000 and the infantile mortality rate 30 per 1,000 births. The birth-rate was 17.5 per 1,000.

The following firms have established business at Letchworth since the last Directors' Report:—

Messrs. Westinghouse Morse Chain Co., Ltd., Engineers, in place of Messrs. W. H. Smith and Son.

Messrs. Shirliff Brothers, Ltd., Press Manufacturers, in place of the Pearsall-Warne Company.

Messrs. L. Lumley and Co., Ltd., Engineers, in place of the Arden Press.

Messrs. Allin and Newbold, Ltd., Heating and Electrical Engineers (new Company), who are erecting works on Bird's Hill.

Additional land has been taken by the Phoenix Motors, Ltd., and by the Kryn & Lahy Metal Works, Ltd.

The profit from Gas, Water and Electricity has been adversely affected by the unsettled conditions ruling, owing to the change from war to peace, and in all three the output has been less than the previous year. A new borehole has been sunk at the Water Pumping Station and the tests have proved quite satisfactory. The Directors propose to prepare the well with a view to erecting additional plant in the near future. The farming operations of the Company and the Dairy Farm have paid their way, and the Company has been able to set an example in supplying pure milk and improvement of stock.

About 50 acres of land have been leased recently to the Letchworth Urban District Council for 600 cottages, some of which have already been commenced.

The Directors much regret to record the death of Mr. Howard D. Pearsall, which occurred on November 3rd last. He became interested in the Garden City movement in its early days and was an active member of the Board of the Garden City Pioneer Company, and also a Director of this Company from its commencement in 1903. His courage and zeal contributed very materially to the erection of a large number of cottages in Letchworth, and the two cottage companies, the Letchworth Cottages and Buildings Ltd., and the Howard Cottage Society Ltd., were mainly the result of his work and enthusiasm.

The Directors have also to report the resignation of Mr. Cadbury from the Board, for purely personal reasons. They have received this resignation with much sorrow, but they feel that they must not, under the circumstances, again ask Mr. Cadbury to continue his services, after he has given so many years' work to the Company.

In conclusion, the Directors believe that if the difficulties of high cost of building could be overcome, the development of the town would be rapid, and that the First Garden City might be completed within a few years.

The International Garden Cities and Town Planning Association

CONFERENCE IN BRUSSELS ON RECONSTRUCTION

THE Conference on Reconstruction arranged by L'Union des Villes et Communes Belges in conjunction with the International Garden Cities and Town Planning Association was attended on September 26th to 28th, by twenty-five English members of the Association, including Messrs. Ebenezer Howard, Raymond Unwin, H. V. Lanchester, S. Smethurst, J. E. Champney, Barry Parker, H. R. Aldridge, Dr. and Mrs. Moon and C. B. Purdom. Among the foreign delegates were certain members of the Comité Néerlandais-Belge d'Art Civique, Mr. and Mrs. Lilienberg, of Gothenburg; Major Ford, U.S.A. Red Cross in France; Mr. Montoliu, Spain; M. Sellier, France; and architects from Poland.

The opening meeting and closing reception were held by the hospitality of M. Burgomaster Max and the Sheriffs of Brussels in the Salle Gothique of the fine old Hotel de Ville, and this contributed much to the enjoyment of the three days' Conference.

The delegates showed great readiness to place the results of their experience as town-planners before the members of the Conference, which was composed mainly of Belgian municipal authorities. And were it not that the Conference also presented the first opportunity for five years for discussion by specialists of their particular problems, a lecture-school on the lines of those organized by the Garden Cities and Town Planning Association in England might have been arranged with great advantage.

The Union des Villes et Communes Belges had arranged an admirable exhibition in the Palais d'Egmont, including the results of a detailed survey of the devastated area, and a wonderfully arranged set of plans from Holland; and the tour of the West Flanders Front showed examples of the work done through the King Albert Fund in erecting wooden and concrete bungalows, and the clearing of many of the roads. In passing, it may be mentioned that the hope of normal agricultural life being resumed in the worst devastated areas for another ten years is very remote, and that the Government intend to resort to afforestation.

The Conference showed that there are young minds in Belgium which are awake to the distinction between mere housing schemes and town planning; though both in Belgium and in France the pressing needs of the hour for houses for homeless people are more insistent than the established principles of town-building.

M. le Blanc of Liège showed that despite useful local legislation, and the allocation of 10,000,000 francs to housing, the workman prefers to live in poor conditions and to spend his savings on farm stock. M. Sellier, Conseiller du Département de la Seine, compared the French with the English problems. In Paris lack of money grants and the absence of a demand from the workmen for homes such as will resist the ravages of tuberculosis, account for the absence of an ambitious housing policy. M. Bonier, of France, indicated the need in France of definite town-planning schemes.

Amongst other interesting speeches was a summary by M. Vinck of the progress made in the reconstruction of the ruined areas; a review of the science of town planning as evolved in various lands by M. Raphael Verwilghen, who dealt with the garden city principle as a means of preserving the equilibrium between industrial life and racial health; by M. Cuypers (Amsterdam) dealing with Town Planning Legislation

in Holland since 1862 ; from Mr. R. Unwin, who produced lantern slides demonstrating methods of planning, controlling land values and means of transit. Mr. Unwin raised the question of the desirability of maintaining a national tradition in architecture. Mr. Lilienberg dealt with the Swedish Town Planning Acts of 1874, and Land Act of 1907. Sweden was the first country to compel every township to produce a town-planning scheme.

An interesting speech on the civic science of the future was given by M. Creten. Ultimately theory will be tested and come to earth, all civic needs will be taken into account and the true national type of dwelling will be studied and adapted to modern requirements.

Mr. H. R. Aldridge spoke on the Housing and Town Planning Act of 1919, and the aims of local authorities in England, and the standard that is expected. Mr. Purdom's paper on the application of the garden city principle to Belgium deserved longer consideration than time allowed, and dealt with the problems of unifying the rural population of Belgium into some social and economic grouping. Mr. Howard in a short but inspiring speech declared that the old order of town building was passing away and that they needed to prepare their plans in the terms of the new order of a combined industrial and rural life; he said that his energy will be given to the founding, in Belgium, of an International Garden City as a memorial of the war which has swept so much away and a model for all the world of the peaceful arts and the happier civic life that is to be. Papers were received from Mr. Thomas Adams on Housing in Canada, and from Mr. Montagu Harris on Housing Legislation in England.

The untiring attention and hospitality of M. and Mme. Vinck, M. Van der Swaelmen, of M. Jan Pauw must be mentioned with gratitude by the English delegates, who returned to England, later indeed than they had anticipated owing to the railway strike, with many new ideas bearing upon the problems of reconstruction which await the Belgians and others as the result of the Great War.

M. E. L.

ANNUAL MEETING AND CONFERENCE

The Annual Meeting and Conference of the International Garden Cities and Town Planning Association will take place at the Olympia, London, S.W., on February 16th, 17th, and 18th, 1920. The provisional programme is as follows :

Monday, February 16th, 1920.—11 a.m.: Reception of the Delegates, followed by an inspection of the Exhibition. 3 p.m.: First Session: The New Problems in Town Planning.

Tuesday, February 17th, 1920.—11 a.m.: Second Session: The Governmental Problems, national and local, in the development of Garden Cities. 3 p.m.: Third Session: Housing Organization and Finance.

Wednesday, February 18th, 1920.—11 a.m.: Fourth Session: The Reconstruction of the War-Devastated Areas. 3 p.m.: Annual Business Meeting.

Papers will be prepared by leading authorities in Great Britain, France, Belgium, Norway, Australia, America and elsewhere; it is hoped to have them available in both English and French, and to circulate them prior to the Conference. The foreign delegates will be entertained at Luncheon each day.

THE FEB 4 1920
GARDEN CITIES
AND TOWN PLANNING
MAGAZINE

Vol. IX. No. 12

DECEMBER, 1919

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THE PROGRESS OF LETCHWORTH

CONFERENCE IN BRUSSELS ON RECONSTRUCTION

Etc.

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ASSOCIATION, 3, GRAY'S INN PLACE, GRAY'S INN, LONDON, W.C.1
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Garden Cities & Town Planning Association

LECTURES. Arrangements can be made for lectures by competent speakers on housing, town-planning, the garden city and related subjects in any part of the country. The lectures can be illustrated by lantern slides or cinema films if desired. Lecture notes for speakers are obtainable.

LITERATURE. The Association issues a series of leaflets, illustrated pamphlets and other publications, particulars of which can be obtained on request. *The Garden Cities and Town Planning Magazine* is published monthly, the yearly subscription including postage being 7s. All current books on housing, town-planning, etc., together with Government publications are supplied at the published prices. A classified list will be sent on request.

LIBRARY. The Library of the Association at 3, Gray's Inn Place, is available for the use of members. It contains a large number of English, American and other books.

LANTERN SLIDES. Sets of lantern slides can be supplied on hire at a nominal charge. There are three standard sets made up illustrating (1) The Garden City Principle, (2) Town Planning, (3) Housing. A description of the slides accompanies each set.

EXHIBITIONS. Plans and diagrams dealing with practically every aspect of housing, town-planning and the garden city can be arranged for local exhibitions.

INFORMATION BUREAU. The Information Bureau supplies information to all inquirers. Any questions or difficulties that may arise in connection with housing and town planning schemes are promptly dealt with.

PUBLIC UTILITY SOCIETIES. Advice and assistance is given in the formation of these Societies, model sets of rules are provided, and registration can be effected through the Association.

MEMBERSHIP. Membership of the Association is open to architects, engineers, surveyors, members of local authorities and public utility societies, and all other persons interested in housing and town planning. The minimum annual subscription is 7/6, but larger amounts are invited to support the educational work that is done.

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The People's Homes and The People's Money

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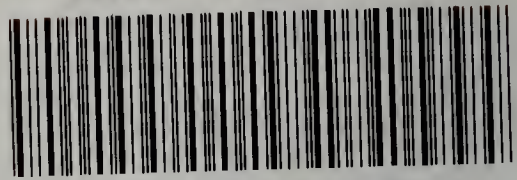
Adopting this course, then, the Government might save some £30,000,000 on that amount of the people's money which they propose to lay out on the erection of the people's houses ; while the tenants would further benefit by the increased floor space secured by the abolition of the bulky structures before mentioned, and by the convenience of having ready at hand, clean, economical and labour-saving gas apparatus.

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